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SURVEY Midmonthly

SEPTEMBER 1941

THE COMMUNITY CHEST

An American Invention for

GIVING BUDGETING SERVING

The Chests sprang from the World War years a quarter century ago. They are a source of social strength today in nearly six hundred cities of the United States.

Cast of Characters

TOM K. SMITH · OTTO F. BRADLEY · JOSEPH P. SPANG, JR.
MARGARET CULKIN BANNING · KATHARINE HALL BROOKS
C. EDGAR BUTLER · ALLEN T. BURNS · BRADLEY BUELL

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TO MIDMONTHLY READERS:

An engineer gauges a cable by its tensile strength under strain. So in the months to come, the voluntary social agencies of the United States must meet the test of service and survival in a period when public attention is largely engrossed with defense efforts. They must and can meet that strain.

For it has not been by accident that 10 million Americans have given close to 90 million dollars annually in Community Chest drives—gifts to support 9,000 voluntary social services which reach hundreds of thousands of men, women, and children throughout the country.

The Community Chest sprang from the experience of such services in the first World War when, scattered and largely unorganized, their very existence was threatened while at the same time they had to meet new and urgent claims upon them.

Out of this experience was born the idea of central organizations, community by community, to promote giving, to budget and plan and serve together through Chests and Councils.

This issue of *Survey Midmonthly* presents the picture of the Chest movement as it faces the long run responsibilities and the urgent demands of a new period of test and strain. Today the movement enters the lists in its fall campaigns with a national organization which yields mutual strength and team play; and with local Chests which have become an integral part of the community life of nearly 600 cities from the Atlantic to the Pacific.

This special number is the contribution of Survey Associates to this countrywide muster of the social conscience of America.

One of our chief functions as a non-partisan, non-profit educational society is to interpret conditions, developments, and projects which at a given moment are of critical concern to the general welfare. In *Survey Midmonthly* we center on social work. In shaping our special number we have had the collaboration of the national office of Community Chests and Councils. Our table of contents carries the names of leaders in the movement who, in fresh ways, give the dimensions of the charge on generosity and clear thinking everywhere, if our community services are to be continued and strengthened in the critical days ahead.

In the first instance, this number is for you, our readers. A shaft of understanding; a call on your initiative. This in itself is of some moment — for it will reach in its ordinary stride some 15,000 social workers, executives, volunteers, board members, citizens who are active participants in their communities. But to accomplish our aim it should reach people beyond the rim of these informed groups—reach more doctors, lawyers, merchants, teachers, labor leaders, public officials, leaders in women's clubs, leaders in business—the very sort of people whose convinced interest will prove a community asset.

You yourself can help us reach them by singling out key people in your own community—and getting copies into their hands. This is how you can do it.

You can send us $1 and four names and addresses, and we will mail a copy of our Community Chest number to each of them. More at the same reduced price, if the spirit moves you.

You can send us $1 for five consecutive issues of *Survey Midmonthly* to be sent to someone of your choice, beginning with this September special. More of these $1 subscriptions, too, if the spirit moves you.

Or you can enlist friends to put in their own orders at the same special $1 trial rate for five months, starting in September and running through January.

A convenient order form is enclosed with this issue to speed the orders to us.

The Editors

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So They Say

• We have the business of making America not a problem for social workers, but a home for the people.—JONATHAN DANIELS, *journalist, Raleigh, N. C.*

• Working men, like all men, are most interested in health when they are sick; when they are well their interest is not easily stirred.—DR. ALICE HAMILTON, *Cambridge, Mass.*

• The fear of poverty among the educated classes is the worst moral disease from which our civilization suffers.—WILLIAM JAMES *in "The Varieties of Religious Experience," 1902.*

• Many people have proven that without art or phantasy they can live dull but decent lives, but that to live without common sense would take them right into the asylum.—JOEP NICHOLAS, *to the National Arts Club, New York, in a lecture on stained glass.*

• Our nation is not only divisible but is divided as long as unemployables on relief and WPA are left to rot without an effort to rehabilitate them and restore them to the stream of economic life.—CHARLES P. TAFT, *assistant coordinator of health and welfare, to the American Association for Adult Education.*

• The democratic approach calls for less brave dying and more brave living.—SAMUEL GRAFTON *in "All Out."*

• The finest prison is but a monument to neglected youth.—JAMES A. JOHNSTON, *warden, Alcatraz Penitentiary, California.*

• Youth is not a different animal; rather it is an identical breed put out to a different pasture.—RUTH BENEDICT *in The New Republic.*

• The things that are good in our common American life are our faith, our hope, our aspiration—FRANCES PERKINS, *Secretary of Labor.*

• What is notable about this country is not its completeness, but that opportunity remains to complete it. The Utopians do not see this, for their blueprint is complete. And as long as it remains a blueprint they seem to be winning all the arguments.—RAYMOND GRAM SWING, *radio commentator, to the graduating class of Brooklyn College.*

• You can't have 500 bombers a month and business as usual, even in the planning stage.—LEON HENDERSON *in Fortune.*

• I have two children that are dependable and I am the one that they depend on. I have had a few illigenerate children but that's all. Who hasn't?—*Letter to Indiana State Department of Welfare.*

• Civilization is threatened today not so much by the proud aggressors as it is by the meek who make a virtue of their harmlessness and do nothing about the jobs that must be tackled.—GRACE LOUCKS ELLIOTT, *national president, YWCA.*

• Dear Friend: I read one time where you was interested in old antiques. I am sending you a copy of great grand pas letter which I thought you might like. Will you reciprokate and raise my pension. Just a little.—*Letter to Mrs. Roosevelt.*

• We are going to have to draw some new maps to guide our social thinking for today and tomorrow. Yesterday's chart of public and private social work will soon be as inaccurate as last year's map of Europe.—HELEN CODY BAKER *in Chicago Daily News.*

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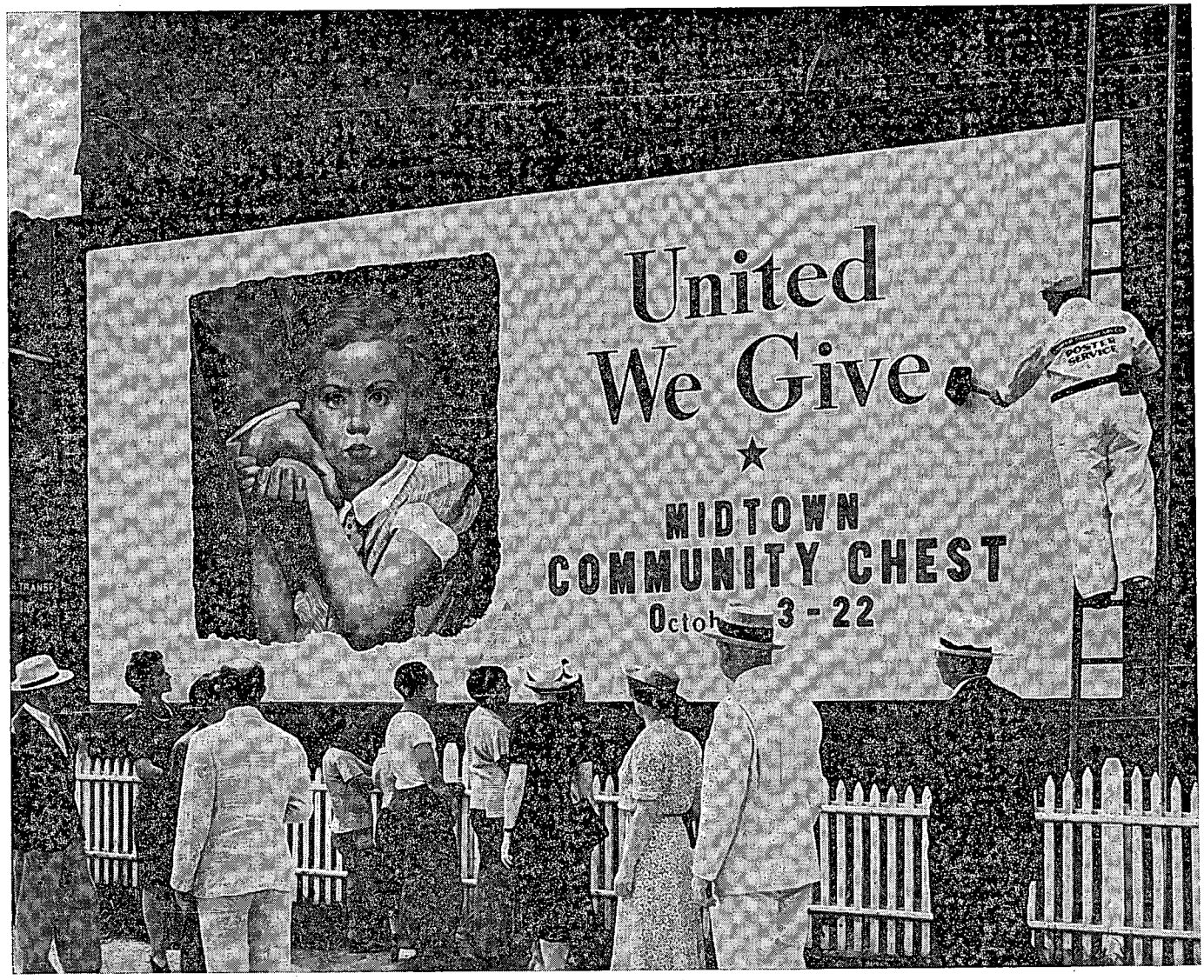

Half a million of the busiest people in the country take time every year to lead the annual financial campaigns of some six hundred community chests and welfare funds in as many cities of the United States and Canada. Through their efforts, nearly ten million of us join in giving for the support of more than 9,000 voluntary social agencies which help those among us who need it. Protestant, Catholic, Jew, employer and employe, Americans of every race, of every economic bracket, from childhood to old age, choose to work and give together for a common cause.

From its modest beginning twenty-five years ago, the Community Chest has become a deep-rooted American institution. It is the simple evolution of neighborliness, as native as "hot dogs," as natural to our way of life as an old-fashioned barn-raising was to our forefathers.

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SURVEY MIDMONTHLY

SEPTEMBER 1941

VOL. LXXVII NO. 9

FILE

Giving We Unite

By TOM K. SMITH

Chairman, 1941 Community Mobilization for Human Needs

IT is now dawning on our country that history has handed us one of her stiffest assignments. We are just beginning to realize the immensity of the job that confronts us in the years immediately ahead. Sometimes we Americans are slow in choosing our course, but there is one thing that we all know—and it's root and fiber of what we mean by "the American way"—when this country makes up its mind that it has a job to do, every blessed one of us rolls up his sleeves and goes to it.

IN TODAY'S CRISIS THE PEOPLE OF EVERY city, town, and village, from seaboard to seaboard, are eager to do their share. This eagerness must be put to use; the separate efforts of individual citizens must be mobilized behind skilled leadership. But for this leadership we must not rely solely upon public officials. We must look also to those strong and tested citizens in each community who are accustomed to assuming responsibilities and to promoting and serving community undertakings.

Fortunately, the citizens of America's communities are accustomed to working together for the common good. Our country pulled itself up by the bootstraps with volunteer congresses and governed itself instinctively by town meetings. For twenty-five years many thousands of its people have engaged in neighborly teamwork through the Community Chest movement.

This movement was the offspring of the war chests organized during the first World War to bring order and efficiency out of a confused and confusing duplication of appeals for funds. Eventually there were 293 of these war chests which not only raised upwards of a hundred million dollars but also developed a method which struck Americans as the intelligent way to support normal community social services. Said William J. Norton in *Survey Graphic* for November 1927: "Within a year after President Wilson's call to arms, the war chest had sprung into existence in every part of America and shortly, when the war was over, its successor, the Community Chest, a new phase in the evolution of social work, was marching on."

FOR TWENTY-FIVE YEARS THE CHESTS have marched on, increasing in numbers and in strength, accepted everywhere as the normal American way of handling a community responsibility. During the early depression years, before tax funds came to the rescue of emergency relief, they carried a crushing burden in a critical period of community life.

Today we face a crisis even more threatening than economic depression. Can our American community life weather the storms of a world at war? With the lightnings of economic stress and the thunder of armanent production to distract us, will we keep our people strong and healthy, and hold fast to the gains we have made in sound community living? Will we continue to make progress with our baby health stations, our hospitals, our clinics, our visiting nurses, and other services that conserve the health of our people? Will we support not only special wartime appeals but our playgrounds and settlement houses, our boys' clubs, and our agencies for counsel and aid to distressed families? These are the forces behind the scenes, supplementing government responsibility with citizen good will and concern. These must supply the reserves of strength and unity of purpose to meet the challenge which history has hurled at us. As Governor Lehman of New York says, "We cannot suspend our way of life while we go out to defend it."

Our American communities are equipped for this task. We know how to work together for the common good; we are accustomed to accomplishing what we set out to do. Already our Councils of Social Agencies are supplying defense councils with leadership in matters of welfare; our Community Chests in many cities are raising funds for the United Service Organizations, and stand ready to help with other emergency appeals. There is no present indication of lessening support of our normal social services, in fact the Community Chest campaigns of last spring showed nearly 6 percent increase over comparable results the previous year.

BORN OF THE FIRST WORLD WAR, GROWN up to fight in this one, the Community Chests and Councils of Social Agencies of the United States are two good signs and signals that this country will see it through.

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Personal Inspection

By MARGARET CULKIN BANNING

IT was high time for me to make an inspection. If I am to go on talking about Community Funds, I said to myself one summer day in 1941, I must not only look at these budget sheets, these campaign plans and at the familiar faces of the board of directors as they eat their sixty-cent lunches and hear reports. I must look over the goods and services the Community Fund pays for. Hearsay doesn't count in building up a case.

Even more important, it seemed time for me to inspect my own conviction that Community Funds are institutions worthy of continuance in a world that is pulling in its belt and preparing to live the hard way. Is the Community Fund modern? Or is it dated? Has the most widespread and highly organized American experiment in collectivism gone sour?

THE TROUBLE WITH ME, AND SURELY WITH MANY others, is that we get to the point where we cannot see the subject for the technique. The pricking of the social conscience of the United States has become an almost professional business. In the autumn and early winter months, occasionally in the spring, a kind of high-powered coaxing breaks out in hundreds of communities. The methods of the revivalist and the high pressure salesman are combined in order to raise money to support social agencies which have no claim on government treasuries. Citizens are cajoled and exhorted, sometimes shamed, and once in a while bull-dozed into making gifts to their local Funds.

It is the only way the money can be raised, say those who seem to know, and they probably are right. For the whole business is as native to North America as griddle-cakes and corn on the cob. The Community Fund bears the unmistakable imprints of the U. S. A.: public good intention, an approachable and articulate middle class, a certain naivete about human relations, and the desire to get the most for our money, even in charity. It is mechanical and organized to the teeth. It is soft-hearted and personal. That's the way we are in this country. The Community Fund has all the clumsiness and deliberate inclusiveness of a democratic set-up and so wastes some time in getting to its point. But it preserves in action two things which we consider valuable and necessary, free will and diversified control.

Even the mockery and criticisms which are directed at Community Funds have a national flavor. Our talent for caricature, our tendency to laugh at anything which takes itself over-seriously, doesn't spare the Community Fund campaigns. But that does no harm. In this country we make fun of our most settled institutions and the Community Funds would no doubt be pleased to find their campaigns caricatured on the cover of the *New Yorker*. It might help to raise the money in a hard year.

And every year is a hard year for the Community Funds. After long personal experience with them I am sure of that. National prosperity and national adversity alike are turned to their disadvantage, paradoxical as that seems. In the depression years it was hard to collect funds; that was understandable because practically everyone was afraid of going to the poorhouse. But funds were raised. When large scale public relief began, it was constantly argued that communities could not support both public and private relief, though it turned out that they could and did. Now that there is more employment and more money in circulation, that too is turned into an argument against Community Funds. For if the country is back at work and wages, why can't we cut down on this money which we have been spending to help out the unfortunate? That is already being said.

In some quarters the drama of the agony in Europe and Asia may have the curious effect of making people ignore suffering and distress in this country. The money which the Community Funds of the United States need, in their hand-to-mouth existence, must be raised this year in a country which is somewhat dulled to tragedy, at a time when prices are rising and when government is demanding a greater share of every income large enough to permit social contributions.

But to my thinking the Community Funds need not fear the people who are looking for plausible reasons not to contribute. The funds always have managed to get along without their help. One such group consists of those individuals who want to get away with their own selfishness —a loose-hung and mutually traitorous combination. Another is made up of those who believe that the help which men give to one another should be completely codified and under government control. The communist does not support Community Funds. Nor will any totalitarian.

There are others in the United States who have no liking for Community Funds, some of them with reason. Often they have come upon a fault or a failure in the organization. It would be foolish to deny that such things exist. One can be the better friend of the Community Funds for not claiming perfection. I can testify, because I have seen for myself, that year after year failures are acknowledged and faults corrected. The record of conversions made by the Community Funds is very large.

But what the Community Funds of this country need to worry about this year is a dimming of their appeals even among their friends and supporters because the sound of destruction is so deafening. They must answer the honest question in my mind, and perhaps in yours, as to whether the need for them is as great as it was formerly and, even more serious, the philosophical question as to whether in a re-shaped world a Community Fund will be obsolete.

These questions cannot be put to rest by whipped-up enthusiasms or by exhortations. They can be satisfied only by the facts, by looking not at the "agencies" but through them to what they accomplish.

So I went out to see.

THE HOME FOR MEN IN MY CITY WAS BUILT YEARS AGO. It clings to the side of a hill overlooking the lake, with fine views from its many windows. Almost always a few stiff-jointed figures may be seen toiling up the many steps leading to the front door or resting on the benches at the top.

The old men stare at you as you pass. For most of them life is without promise. Few have any accumulations of

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property or money. Some have a pittance from a relative or friend. Some have pensions or fractions of pensions. None has enough to buy an annuity in an old people's home and many would not want to go to one.

The younger transients look for work and in good times they get it. I have seen this Home for Men so full that there were mattresses in the corridors. Today only about 180 men are registered. Some of them still do odd jobs now and then or work on the woodpile back of the Home. But usually their health has been battered by neglect and hard conditions of living. They can't do much. They shouldn't try.

The Community Fund in my city spends about $5,500 a year in this institution. This takes care of the men who have a claim nowhere else. The money spent is the equivalent of nine thousand days' living for such men if it went for food and lodging alone. Meals cost the men approximately fifteen cents each, and a bed in the dormitory fifteen cents a night.

No defense effort is going to have a place for these old men. They are useless in a production program that calls for the able and the strong. Ailments and discouragements handicap them. Yet here they are. Who is to care for them if the Community Fund does not? Old age is rarely attractive to others or pleasant to the old, even when it can pay its way and retain its wit and health. But the flavor of life lasts a long while.

I wish that I could have had John Steinbeck with me because he would have been able to write so adequately about the occasional gleam of pleasure that comes to old men studying the checkerboard or sitting in the sun, looking at the lake, telling stories about when they were sailors, speculating on what there would be for dinner. That day for dinner there was soup and meat stew and bread and butter and a strip of colored gelatin for a sweet. For supper a mess of beans was cooking. In the morning there would be bread and coffee and cereal. It was all coarse simple food but it looked and smelled good.

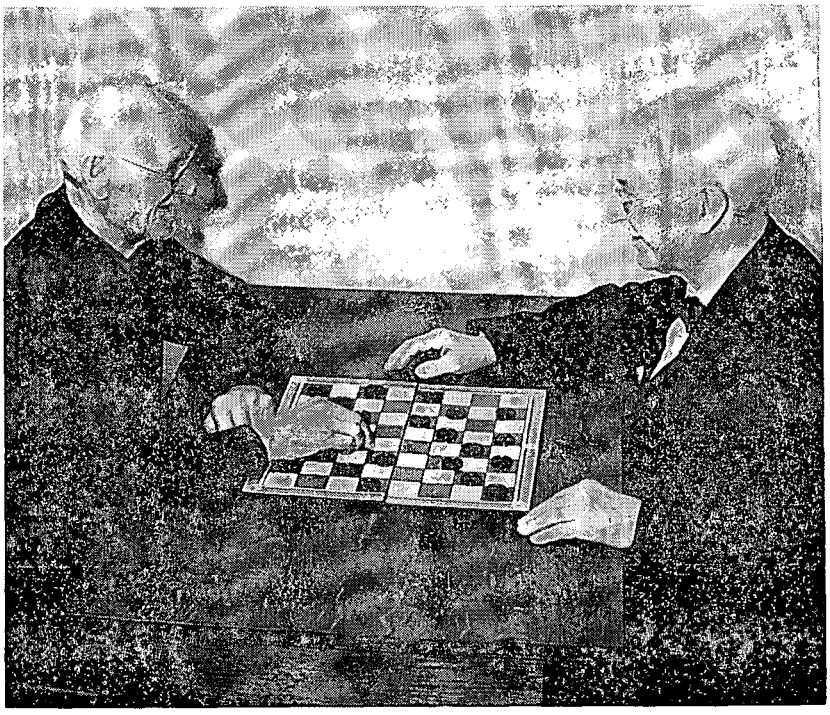

Photo from Toledo Community Chest

"The gleam of pleasure that comes to old men over the checkerboard"

There was no doubt in my mind that the proper care of the men in that Home was the business of the community. I knew from the study of records and budgets that this institution needed its subsidy from the Fund. But obviously, in addition to the subsidy, it needed sustained interest on the part of the contributors to the Fund. I saw the dormitory where men slept who have no money to pay for the little boxes of rooms. It was adequate but it was sad to see old age housed with so little privacy. But on an earlier visit I had seen other places, and particularly one room in that institution which was not adequate, not even decent—a room next to the toilets, shared by three half sick old men.

I had protested the use of that room and the condition had been corrected. However, it was not corrected because of my complaint but because of the authority of the Community Fund behind me, and I felt the full force of that organization and its

Photo from Milwaukee County Community Fund

"The Goodwill wants no profit although it is a business"

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Photo from Omaha Community Chest

"They were healthy children playing freely and happily"

resources and its standing in the city when I made my protest.

IF I HAD WANTED STEINBECK TO WRITE THE STORY OF the Home for Men, I wanted Dickens out of his grave and right along with me when I went to the Goodwill Industries. For years I have been sending bags of discarded things to the Goodwill, to be reconditioned and sold to people who could not afford to buy new things. But I had never been inside Goodwill's unpretentious old wooden buildings.

It is the greatest curiosity shop I ever saw. Here were shoes and lamps and beds and flashlights without batteries, and a chair like one your grandmother had, and scales, and ironing boards, and baby buggies and cardtables and music boxes, and kitchen skillets, and books that I always had wanted to read, and more shoes and old evening dresses and everything you can think of.

After a first sorting out, the things which can be cleaned and mended are made ready for use and sale. There is a vast amount of carpentry work, and painting, and cobbling, and sewing, done largely by workers who could not compete in the ordinary labor market. The Goodwill gives partly worn out workers a chance at a job and it does it in the name of a Christian Democracy, without being mealy-mouthed about the words.

Yes, I could see the story. The young couple who needed a kitchen table or a baby carriage could afford to buy one here. Indeed they could furnish a kitchen or a cabin, could dress themselves and the baby pretty largely from the Goodwill.

Almost anyone can shop here for his personal needs, but not secondhand dealers who want to sell this stuff at a greater profit. They would defeat the purpose of the Goodwill, which wants no profit although it is a business. Such a business that in my city there were 47,000 sales last year—sales of things that otherwise would have been thrown away as useless trash.

Obviously this is an experiment in collectivism, but it has not been manipulated politically, and it is not being exploited. The effort is worth close observation and sound development. For it is no secret that we Americans must learn to waste less, and that we may have to cut corners and learn how to make things do before we get through our national emergency. I thought, as I left the curiosity shop, this is the way I prefer my collectivism—not doled out in poison tablets, not shouted at me, but in good practical experiments in making things go around in the community.

I LUNCHED THAT DAY IN A BIG old house where in the last ten years 416 children have been born to unmarried mothers and have been cared for according to the most modern methods by their mothers during the first years of their lives. This was the second of these homes which I had visited. Neither home—one Protestant and one Catholic—was afflicted by any atmosphere of "punishment for sin." There were rules, but no fear. In one of the homes I saw letters which the girls had been asked to write to the superintendent, telling how to improve the institution. They did not have to sign the letters. Most of them wanted to stay up a little later at night.

I didn't need Dickens or Steinbeck or anyone else along when I visited these homes. Hawthorne told the story of these girls years ago in "The Scarlet Letter." It remains true in 1941. The heads of both the homes said to me, "It is still difficult for an unmarried girl to keep her child with her. Many of them try, but usually after awhile they have to give up. And, of course, most of them suffer terribly."

And a girl said, "If you have a baby and try to keep it, people make it tough for you."

The Community Fund, in operation, is more modern, more generous than the community. Our dollars do kinder and better work than we do.

The homes which we support with Community Fund money encourage the girls to keep their babies and teach them as much competence and self-respect as possible. It's easy to place the girls in domestic service—not so easy to find them other work. The children, as a rule, are beautifully healthy, and fine adoptive homes wait for those whom the mothers cannot keep.

The Home where I lunched has, in the last ten years, kept over a thousand girls from becoming public menaces, from suicide, from despair. It has taught these girls to keep their heads up, that work is a healer, that they still can laugh. And they do.

Who is to do this work if the Community Fund doesn't? The individuals of a community who still make it impossible for a girl to bring up her illegitimate child herself? I thought, as I went away, these institutions are ahead of

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their communities. They are leading us toward the future which will deal out shame more fairly. For this work alone support of the Community Fund is justified. But out of our city's Fund of a quarter of a million dollars (of which $215,000 goes directly to the twenty-seven institutions which it supports) the Rescue Homes for Girls get only about $15,000 a year.

I WENT TO A LUTHERAN ORPHANAGE TO SEE WHAT they did with their $6,000 allotment from the Fund. I saw what is usually shown visitors, the over-neat beds, the rows of toys, and I said a little fearfully, "Where are the children?"

The children, they told me, were out on the playground and I might have saved my fears. They were healthy children and they were playing freely and happily. They had swings. They had a little playhouse. They had a slide; and one small boy of twelve lay on his back and wondered about life. Perhaps some day he will write a story that will be the modern "Oliver Twist" and show us how unbelievably far we have come in the knowledge of how to care for the unfortunate.

BEST AND MOST SIGNIFICANT OF ALL, WE HAVE LEARNED to care for them before they become unfortunate, to X-ray the condition before it has developed and to cure it while cure is still possible. In a modern office building in my own city there are three bright rooms, partially supported by the Community Fund, where day after day there goes on the work of cutting down the clientele of the rescue homes and the orphanages, and the number of derelicts who will drift into the home for men. It begins so far back of the outcome that you must look closer and imaginatively before you see the real import of the Mental Hygiene Clinic, that new agency which exists in some cities of the United States, including my own.

Here one morning sits a good-looking young woman with a thwarted, anxious expression. She doesn't quite like the fair-haired child playing on the floor beside her who looks like an angel and acts like a devil. It is her own daughter, but the mother cannot see that the misbehavior of the child is the result of her own maladjustment, her dissatisfaction with what she has in life. She thinks that perhaps the child is "not quite right." The Mental Hygiene Clinic can reassure her on that point. The little girl has superior intelligence, quite easy to determine at the age of four. The reason she destroys her toys and is so unreasonable is, curiously enough, only that she wants playmates and in her block there are no children to play with. So she gets excitement out of resisting her mother. If this goes on, uncorrected, the destructive child who needs playmates, undeniably pretty and utterly undisciplined, will be a problem to her schoolteachers and probably in a few years a candidate for the Rescue Home. How can she be kept out of it?

The clinic diagnoses the condition of both mother and daughter. The child belongs in a nursery school. The mother needs help in getting a job to earn enough to send her there, for that will make the woman feel less frustrated. It can be done. It was done, and at an infinitesimal cost to the community in comparison with the social cost if the condition which was creating mental and emotional havoc had gone unrecognized and unchanged.

I thought that an attractive girl of seventeen I once saw there was one of the assistants, and only later found out about her. She was in her third year of highschool when her teachers decided something had to be done about her. The girl kept talking in class. She hated some teachers, adored others. Her schoolmates avoided her. She had insomnia, they found, and people began to say: "Oh, that girl is going to lose her mind! She's the dementia praecox type."

In the first place, the clinic workers made a friend of the girl. Then she was sent to a hospital and kept utterly quiet for a month until peace had somehow seeped into her. In the meantime they discovered that her home was no place for her. Her mother was an excitable, nervous woman, the worst possible companion for the child. (Perhaps the grandmother had done as badly by the mother.) It took a great deal of argument and persuasion, but finally that pitiful girl was placed with more sensible and kindly people. Her father, cooperating, paid her board.

"Now," said the psychiatrist, "she has an astonishingly large group of friends in highschool. Yes, she's back. She's coming through with flying colors."

And just in money alone, what would a dementia praecox case have cost the community? Certainly many times the cost of its prevention.

This work of mental hygiene permeates the community. It is the public movement toward prevention of bad adjustments which will throw an individual on the rocks of life. It handles, in my city, twice as many children as adults. It is so modern an effort, so experimental and delicate and highly personal, that our public agencies are neither willing nor equipped to undertake it. But the workers in the public agencies often find these cases. They tell me they would be powerless to help them, were it not for the cooperation of the private agencies. The public agency could tell the highschool girl's family how to go about committing her to the state insane hospital, but it does not have the facilities to put her back in her normal school girl life where she is now.

The Community Fund bill

Photo from Milwaukee County Community Fund

"Fine homes await those the mothers cannot keep"

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is very small for what it buys, and no matter how poor we may be feeling, this is a proper bill to pay. It is a bill to pay before we have a right to pay bills for Europe. No one has any respect for or trust in the person who does not take care of his own. The same thing applies to communities and nations. Collectivism, if it comes, should come not as a result of political exhortation but naturally, as the outgrowth of a social mood and the development of a social habit. The Community Funds help us to perfect our own usages.

If we cannot prove that democracy can look out for its own, young or old, mistaken, cheated, or poor, we are hypocrites when we urge democracy so strongly upon others. If we must turn all social care over to the state, we are no different in philosophy from the systems we oppose. The state must do its full share, but where personal care is needed the community still must service itself for a long time to come.

Part of our defense money must go for guns, for fortifications and uniforms, but part must be spent to keep this country as untotalitarian in philosophy and habit as possible. The Community Funds and their support are good indexes of how well this is being done.

That is what I found out when I did my personal inspection. I inspected the institutions and in the main they are excellent. I inspected the budgets and there is no waste, but great economy in nearly all instances. I inspected my own convictions about Community Funds and, with the rust removed, found them as strong as ever. So may you.

How the Chests Spend the Money

By ALLEN T. BURNS, *Executive Vice-President*

and

BRADLEY BUELL, *Field Director, Community Chests and Councils, Inc.*

COLLECTING, spending. Throughout the quarter century of Community Chest history, these responsibilities have been Siamese twins guiding the contributor's dollar through its philanthropic paces.

In the early days, some Chests held that they were merely collection agencies; that quality of service, efficiency of administration, duplication and coordination, were agency responsibilities and not the business of the Chest. But logic has been inexorable. People give their money to a Community Chest. The notion that the Chest could divorce itself completely from responsibility for what happened to the money never has gone down anywhere. The public has been concerned with the spending no less than with the collecting of Chest funds. From the simple matter of competent financial accounting to more general questions of administration; from obvious overlapping and duplication of services to broader issues of relationship between public and private service; from concern about the practices of the individual agency to total community planning, the horizons of the Chests have widened steadily.

The responsibilities assumed by Chests have been neither administrative nor authoritative. Even in the most highly organized communities the boards and management of the social agencies remain as autonomous as they were before the establishment of the Chest. Their continued participation in the Chest is still a voluntary decision. At the same time the development of certain simple but significant procedures, with both the Chest and the member agencies participating, has provided the yeast for a steady process of improvement in community service.

The kernel of the process is in the fact that each year each agency presents to the Chest not merely a request for funds, but a budget initially approved by its own board of directors. The Chest, in determining the sum to be allocated to the agency, must approve that budget. This starts an ever-widening circle of "conferencing," fact-gathering, and broad-gauged planning, as well as the argument and debate which are the natural concomitants of adjustment between general and particular interests.

Uniformly, Chest boards delegate primary responsibility for this process to a budget committee which the member agencies usually have a voice in nominating or selecting. On these budget committees all over the country are competent men and women who spend long hours studying data, conferring with agency representatives, and visiting agency work, first-hand. Cities as large as Cleveland, Washington, or St. Louis have budget secretaries who put in full time on problems of agency operation and finance. In smaller cities, the professional staff collects service data and makes special studies for this committee. Indeed, jealous as the Chests are of low administrative costs, they gradually are discovering long-run economy in systematic fact-finding and practical research, usually through the direction and planning of Councils of Social Agencies in the fields in which their agencies are rendering service.

IN ALL, COMMUNITY CHESTS ANNUALLY APPROPRIATE between $80,000,000 and $90,000,000 to agencies whose total budgets are between two and three times that amount. These budgets include the agencies' earnings and other income. Roughly speaking, about 25 percent of the Chest allocation is for families and adults who are dependent. It covers such services as those rendered by family welfare societies, Catholic and Jewish welfare agencies, the Salvation Army, the Travelers Aid, and homes for the aged. A little less than 20 percent goes for special services to children: children's aid societies, day nurseries, non-sectarian and denominational institutions for children. Another 20 percent goes for health services: hospitals and clinics, visiting nurse associations, and a variety of special activities. About 25 percent goes for leisure time: the recreation and group work programs of the YM and YWCA, the Boy

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Scouts and Girl Scouts, boys' clubs, settlements, and the like. Approximately 10 percent represents the cost of campaign, collection of pledges, Chest administration, and the year-round planning and educational programs of Councils of Social Agencies.

While almost everyone is generally familiar with such local agencies as these, too few are fully aware of how far the community depends for maintenance of its normal life upon the resources of the network of private agencies financed by its Community Chest. The people of Dayton, Ohio, for example, were much surprised last summer when a survey showed that during the preceding twelve months nearly 40 percent of the 97,231 families of the city had received some service from Chest-financed agencies.

While the direct responsibility of the Chest begins with the annual study of the individual agency's budget and ends with an allocation of funds to the agency, the road between is long and increasingly intricate. There are the inevitable questions of what other private agencies in related fields are doing; what the public or tax-supported agencies are doing; whether the distribution of funds between different types of service has a sound relation to the need for service. These are not questions of theory. They arise out of the joint agency and Chest consideration of budget items for personnel, for new service units, for relief or boarding home expense, for repairs or new equipment for buildings. From this practical necessity for decision has come an increasing need for more and more social facts to guide both Chest and agency in the determination of the amount of the allocation.

It is common knowledge that the volume, character, and organization of community service has changed markedly in these last ten years. In 1930 the privately supported agencies carried a substantial proportion of relief to the unemployed, the unemployable, the aged, and other dependent groups. There was no WPA, no federal old age assistance or aid to the blind and to dependent children, no unemployment compensation or old age and survivors' insurance. Today, with public assistance established as a governmental responsibility, there is little justification for a private agency with relief as its primary function.

But at the same time there is great need for service to families suffering from the drastic changes in economic fortune of this past decade—families with problems which, if not solved, may lead to broken homes, neglect of children, loss of morale and employability. Community Chests and the agencies in the family field are still in the process at once of liquidating their relief function, which the government has taken over, and of developing skilled case work service which will contribute to the prevention of family breakdown.

So it is with the care of children. Public support, both in institutions and foster homes, has become more and more available for those who must be cared for permanently outside their homes. The federal aid to dependent children program has reduced the number of children who must be separated from their own homes. But children with behavior and adjustment problems continue to need skilled service, and short-time care often must be provided while family problems are being worked out. So Community Chest budget committees and agency boards are working to transfer dependent children to tax-supported agencies and to provide better methods for early prevention of unstable personalities and behavior problems.

While not all Community Chests include hospitals among their members, the many that do are confronted with a complexity of problems. Traditionally the voluntary hospital has used the profits from its full-pay patients to meet a substantial part of its expenditures for free care. During the depression the sharp decrease in pay business, coinciding with lessened Chest income, had the effect in many communities of throwing this procedure completely out of gear.

Photo from Louisville Community Chest

The chance to play is the right of every child

Today hospitals, Community Chests, and local governments are struggling to develop sound communitywide plans for the provision of hospital care, not only for families on relief but for the marginal family which can meet its minimum needs for food, shelter and clothing, but cannot meet the emergency costs of hospitalization. The rapidly spreading insurance device of group hospitalization is meeting some of this problem, and more and more tax funds are taking over payment for both relief and so-called medically indigent cases. Chest allocations to hospitals decreased slowly from 1934 to 1940, but showed a rise in 1941.

A HIGHER PROPORTION OF TOTAL COMMUNITY EXPENDITURES for leisure time and recreation is made by private agencies than in any other major field of community service. In part, this is because the clientele of some of these agencies pay for most of the service they receive; in part, because funds for public recreation agencies, like those for the private leisure-time services, were seriously curtailed during the depths of the depression when relief was the number one priority. But well organized and well administered public recreation departments are of long standing in this country; and with the passing of depression conditions their budgets and their personnel are being strengthened.

Thus the importance of clarifying the relationship be-

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tween public and private responsibility in the leisure-time field is becoming increasingly apparent. Forward-looking private agencies realize that a good public recreation department can carry on many large scale activities as well as, or better, than they. They have pressed for after-hours activities in the schools and stimulated other public services. But the supervision of boys and girls in smaller, self-determining groups, with constructive opportunities for the interplay of personalities under skilled leadership—another field in which private agencies have pioneered—is something which, generally speaking, public agencies are not yet equipped to handle. Shifts and changes in this direction follow somewhat more slowly the trends already well established in family welfare, child care and health.

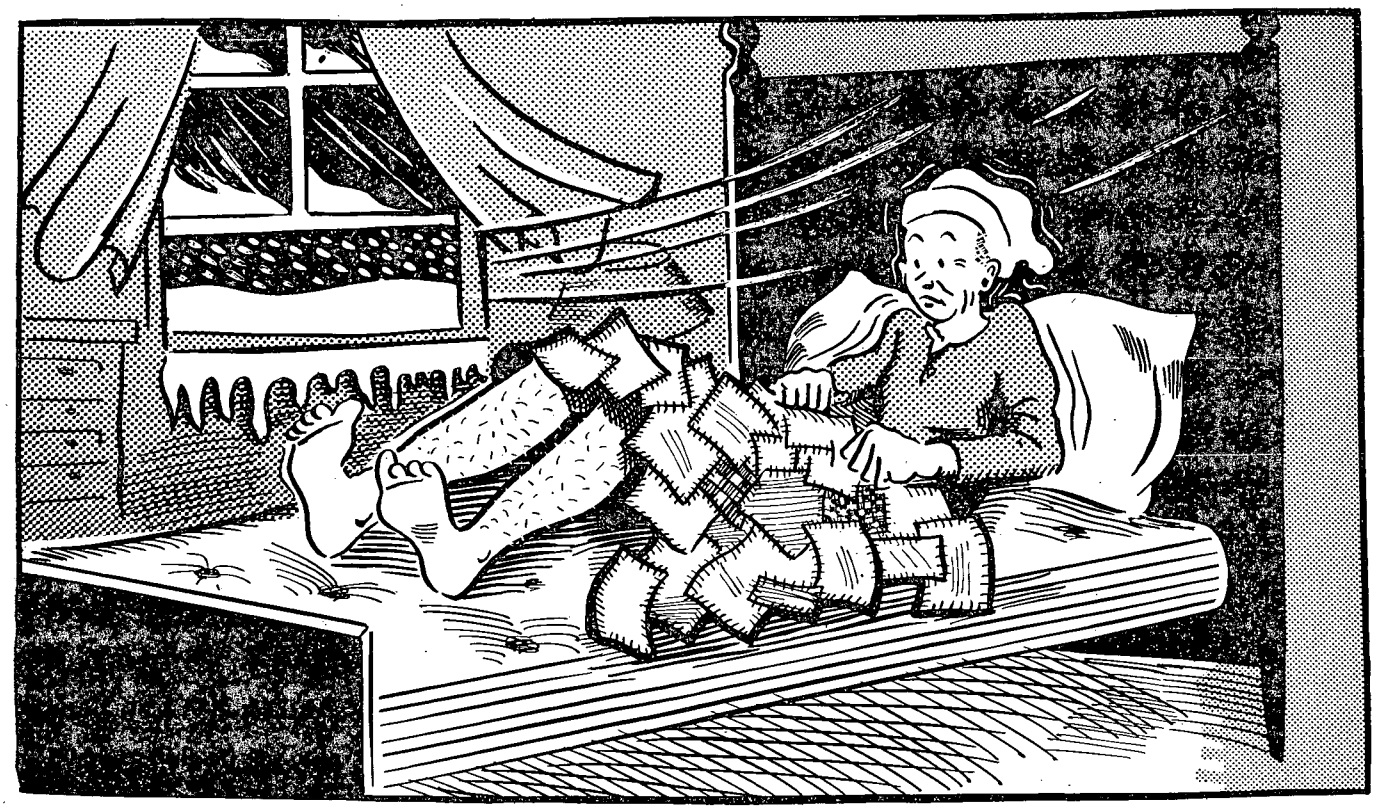
Because of this shifting scene, Chest leadership has been under undeniable stress and strain. The task of allocating Chest funds intelligently is never ending and ever more complicated. Yet, in every "Chest community" of consequence, the social horizons of a growing group of lay men and women have been widened when public relief funds suddenly have given out and private agencies have faced emergency demands; when reduction of Chest allocations has been necessary and common sense has demanded something sounder and more economical than a "percentage cut"; when community opinion has dictated doing something about duplication of agency programs.

It long has been an accepted fact that the same leaders who man a Community Chest campaign have to shoulder responsibility for the disaster campaigns of the Red Cross, for agency capital fund campaigns, and for such special appeals as the current USO drive. It is now equally true that when a public welfare department needs a strong advisory or administrative committee, when the public recreation or public health program needs citizen backing or guidance, when the defense emergency demands service for new problems, the leaders most in demand are those with insight into the large problems of organizing community service.

Much of that leadership is functioning not merely through the practical budget work of Community Chests, but through the broader planning machinery of Councils of Social Agencies. With staff service and administrative expenses usually furnished by the Chests, these Councils include the tax-supported as well as the private agencies. Here is the vehicle through which community leadership is taking an over-all view of its total needs and the organization of its services. Here is the source to which the Chest and its member agencies increasingly are turning for the sound answers to questions that ultimately require administrative and financial implementation.

It can be said fairly that local leadership, under varying circumstances and in the varying degrees which are the attributes of community autonomy, has demonstrated its ability to meet the strains put upon it. To the surprise of some early skeptics, central financing has proved an exceedingly flexible instrument. This is demonstrated by the fact that, among the 96 Chests supporting 2,556 agencies, for which 1929 figures are available, 654 agencies were dropped from membership and 699 new agencies were added during the succeeding ten-year period, a change of approximately 50 percent. The fear that central financing would "freeze" a rigid pattern of privately administered service thus has proved without foundation. There have been instances where local Chests have tended to impinge on "the freedom of operation" of some member agencies, but the progressive thrust of the movement as a whole has been affirmative and liberal.

There is ample evidence of positive and constructive leadership. From 1929 to 1933, when the depression was reaching its depth and before the advent of federal relief



Drawn for *Survey Midmonthly* by Robert Boston, Philadelphia

WITHOUT THE COMMUNITY CHEST: Overlapping and unordered patches make a poor covering

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programs, Chest appropriations to relief agencies went up 215 percent, while appropriations for all other types of service were decreased. Just as rapidly, in 1934, after the federal programs were well under way, did relief appropriations decrease. In 1941, leisure-time services for the first time nosed out relief and family service agencies as the principal recipients of Chest funds.

In the past decade, Chests and Councils of Social Agencies in more than ninety cities have initiated and paid for surveys of their communities, usually under the auspices of Community Chests and Councils, Inc. While these have varied in scope and comprehensiveness, all have been designed to meet the pressing problems of the community against a background of a total program embracing all social services administered by public and private agencies. Gratifyingly enough, relatively few of these surveys belong to that lost battalion of "expert" studies which gather dust on library shelves.

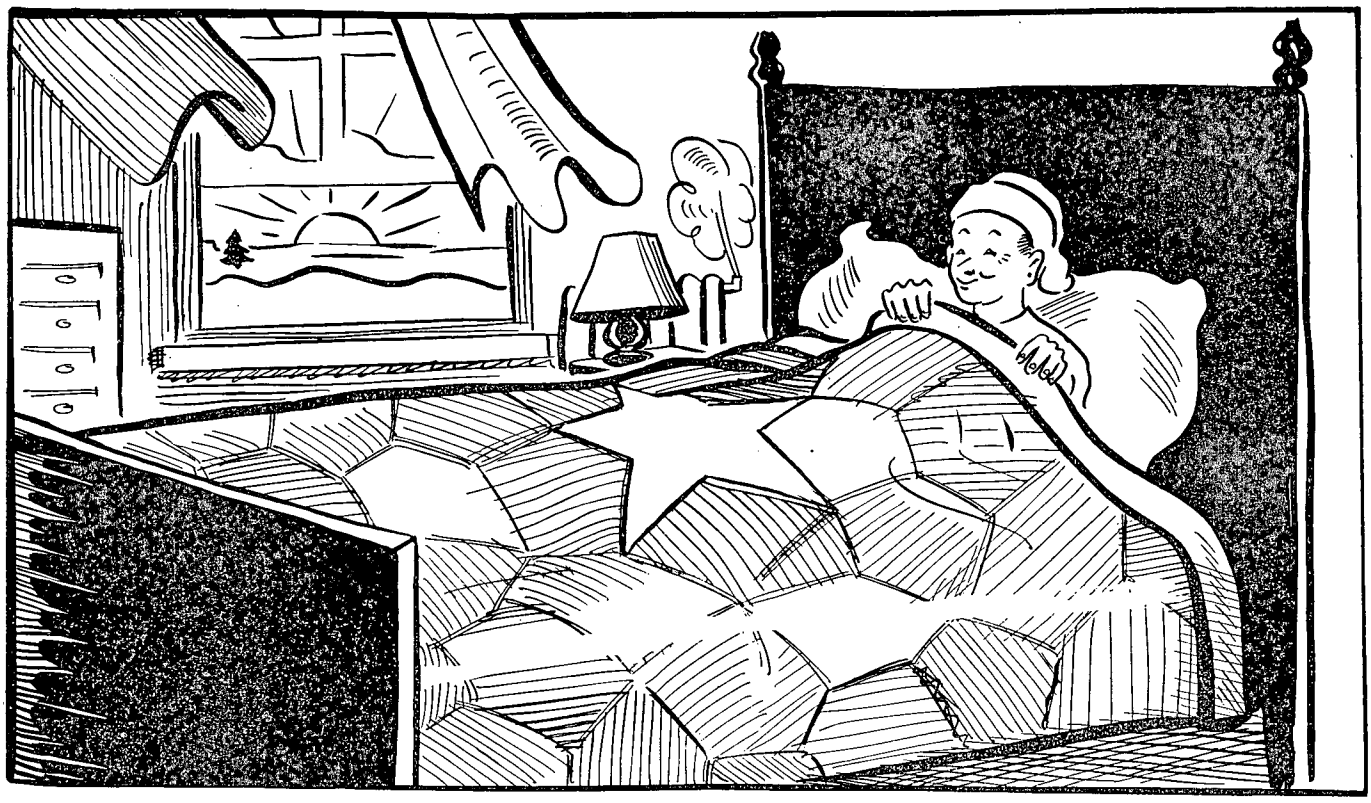
Besides surveys by qualified personnel from outside the community, vast numbers of special inquiries have been made by Chests and Councils into their own community problems. Subjects have ranged from studies of personal policies and practices in health agencies to the need for a marriage counseling service and the collection of data about Christmas giving.

Indeed, the road which Community Chests staked out when their early leaders established the principle that the sums allocated to agencies should be based on an approved budget has steadily become better defined. The search of budget committees, council committees, and agency boards for greater wisdom in reaching their decisions has put vitality and reality into the effort to see the community whole —to see the agency through the eyes of the community and not the community through the eyes of the agency.

A supervised reporting project of the U. S. Children's Bureau which now gathers complete data on all social service expenditures and services, public and private, in a selected group of cities, was started and originally financed by a group of Community Chest leaders. These data are now available to all cities for purposes of comparison.

More recently, and growing directly out of survey experience, a medium for rating social breakdown has been developed as a means of pointing up and collecting data about problems of social maladjustment, towards the prevention of which so much of Chest-financed service now is directed. Based on a count of the families annually involved in crime, delinquency, child neglect, divorce, mental disease, mental deficiency, and unemployability, this rate either has been or is being computed by upwards of twenty cities. The communities experimenting with these procedures anticipate that their refinement will contribute to the prevention of social difficulty in a way analogous to that in which mortality and morbidity statistics have contributed to the prevention and control of disease.

Community Chests move into another decade initially dominated by defense problems and emergencies, but they do so with confidence in the expanding vision of their community leaders. Inspiring equal confidence is the knowledge that the content of community planning is steadily deepening and widening; that the principles of division of responsibility between public and private service, priorities in terms of the needs of the whole community, and practices aiming to bring about more effective coordination between specialized services, all are becoming clearer. In the last analysis these are the considerations which should guide the agency in developing its service and guide the Community Chest in raising and allocating funds. Increasingly, such communitywide planning is governing the spending of the money for which the Chest is trustee to the community.



WITH THE COMMUNITY CHEST: Fitted together in orderly pattern, patches spread comfort and protection

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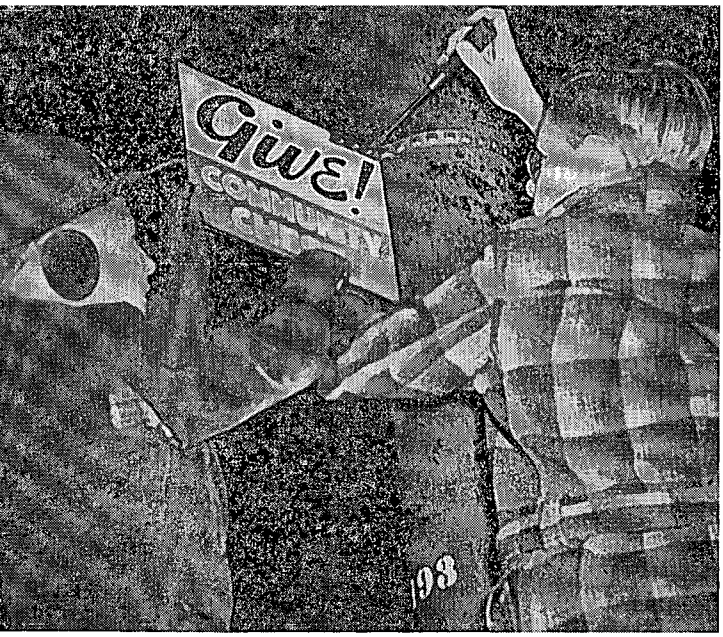

Photo from Scranton, Pa., Community Chest

What Gets a Community Going?

By OTTO F. BRADLEY

Executive Director

United Charities Campaign, Philadelphia

I CAN'T forget the Austrian refugee who worked as a volunteer auditor in the Greater Boston Community Fund Campaign. He had been a bookkeeper before *Anschluss* had driven him from his home in Vienna. Now he had a job near Boston as a chauffeur, his wife as a cook.

"I am willing to work without pay so that I can learn American ways," he said. "But I cannot understand why all these Americans should do so."

He marveled at the way thousands of men and women gave up their time to attend meetings and call on their neighbors to ask for contributions. He was amazed that they paid their own checks at Fund lunches and their carfare when on Fund business, and made generous subscriptions to the Fund besides. He was incredulous when told that many of the people who reported early and worked late at headquarters were contributing their time, and that many others were loaned by business and industrial firms for the duration of the campaign. He could not understand why the real estate company gave the headquarters building rent free or why firms should lend furniture, typewriters, moving picture projectors, and what not.

It wasn't until he attended the big opening meeting of the campaign, saw the pageant of agency services, heard the keynote messages from the leaders, and caught the feeling of the thousands who crowded the auditorium that he comprehended the spirit of communitywide effort.

"I understand now," he told one of the other workers. "If only we had had this spirit in Austria . . . ."

The Community Chest has become a familiar part of life in nearly 600 American cities and towns. Until we see it through the eyes of the Austrian refugee we are likely to forget what a really remarkable phenomenon it is.

What gets a community going? What makes a busy executive set aside his private affairs to head a campaign soliciting team? Why do busy women give certain days of every week to volunteer service with social agencies, whole weeks at campaign time? What makes thousands of men and women work without pay for the community enterprise after their own day's work is done; hundreds of thousands contribute to the support of the social agencies; and a whole community unite to put the Chest over its goal?

Every Chest director can tell stories of how a community gets going, stories of how a democratic people swings into action in a cause in which it sincerely believes, of how Community Chests have recaptured the spirit of the old New England town meeting and put it into practical operation in a modern setting. I have seen these stories lived out in three American cities: Minneapolis, Boston, and most recently in Philadelphia. Knowing the stories helps one to comprehend the vitality and strength of American democracy. It gives a deeper meaning to the Austrian refugee's wistful comment: "If only we had had this spirit in Austria. . . ."

IT IS FUN TO WORK IN AN ANNUAL COMMUNITY CAMpaign. That is the theme for volunteer enlistment for the 1942 campaign of the Philadelphia United Charities, scheduled for January. The general chairman believes that one of the main factors which gets a community going is the solid enjoyment that volunteers find in campaign activities. Already the United Charities is receiving telephone calls from clubs and organizations which want to know the dates of the next campaign. Experience has shown that other social affairs suffer when their dates conflict with the campaign. The process of enlisting cooperation and training workers for such an enterprise as the campaign, calls for luncheon and dinner meetings, teas, trips through agencies, and scores of other social gatherings. Since these gatherings are at the expense of group leaders or on a Dutch treat basis, they mean no adidtional cost to the Chest. But they are planned to combine sociability with the serious business of raising funds.

The cities which have had the most successful report meetings in the course of their campaigns are those which have managed to inject fun and the spirit of competition into the proceedings. Two bankers bet their shirts on the outcome of a day's report and then paid off at the speakers' table revealing flaming red flannel undershirts. Prominent men and women pile on a fire truck to ride screaming through the streets to paint the day's returns on a thermometer at City Hall. Nonsense prizes are awarded to the day's best producers. And, of course, there is the enjoyment of swapping experiences and of doing a job well.

Participation in the central planning of a community's social services likewise has its satisfactions. Bringing together competitive and even conflicting interests to work out plans which will serve the best interest of the whole community affords board and committee members many an exercise in statesmanship and diplomacy. A project to improve housing conditions involves the interest of real estate owners, tenants, public and private agencies. A social hygiene project demands the full cooperation and under-

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standing of doctors, clergy, hospitals, nursing and social agencies, public authorities, employer and employe groups, Community leaders who reconcile divergent interests and guide them into unified social planning, perform a service the value of which can scarcely be measured.

All down the line, in every city and town, is a host of people who put their professional and business skills to work for the community. Dentists and physicians give time in clinics. Business men serve on boards and budget committees, bringing their experience and judgment to bear on questions of the efficient administration of agencies. Groups of business men in cities I know have become so interested in the techniques and practice of fund-raising that they meet regularly throughout the year to discuss past experiences and future plans, to test new ideas and evaluate old ones. To them, the challenge of creating a successful campaign organization has become a fascinating hobby.

There is no end to the variety of opportunity for the pursuit of special interests to be found in the volunteer service of individual community agencies. The talents of the artist, the photographer, the musician, the whittler, the skilled needle worker, the writer, the actor all were in demand in settlement houses, boys and girls clubs and the like. Every vocation or avocation has something to offer the community in volunteer service. And it follows as day follows night that such service returns to those who give it rare dividends of satisfaction and enjoyment. Men and women volunteer in community work, not only because it is fun but because in it they find experience which develops their capacities and which enriches their own lives.

LEADERSHIP IS ALWAYS AT A PREMIUM IN A DEMOCRACY. And those who would exercise or develop this capacity find unlimited opportunities through the Community Chests and their member agencies. Cincinnati offers a classic example of how Chest leadership extended its sphere of influence and activity. Chest-trained leadership succeeded in effecting and maintaining a civic reform which led to the city manager form of local government and an effective and efficient municipal administration.

The annual money raising effort of a Community Chest requires the mustering of every able leader in the community and the constant development of new leaders to replace those who for one reason or another retire from active service. The top leadership of a community campaign is no sinecure. It demands full effort and a tremendous amount of time and work by the best man available. But for all the work involved, I have never known a general chairman who did not feel, when it was all over, that he had derived even more from the job than he had given to it. It must be admitted, of course, that the job of general chairman pays certain intangible dividends. Leadership of a Chest campaign lends prestige to the individual and raises his visibility in his community. Many a man has found campaign leadership a step to advancement in his profession or business. The same advantages accrue to those who accept responsibility all down the line. The campaign gives the clerk, the factory worker, the housewife, the ambitious young attorney, and the beginning insurance salesman the opportunity to enlarge their circle of influence and to gain recognition for their capacities as leaders.

THERE IS ANOTHER COMPELLING REASON WHY MEN AND women give volunteer service. Cynics may scoff and skeptics doubt. Nevertheless, years of experience have convinced me that it is valid. Fundamentally, these volunteers are satisfying an inner desire to be of service to their neighbors. They feel a real personal concern for the well-being of those about them, and they find in the Community Chest and its member agencies a means of expression for that concern. In one city, a couple of years ago, the obituary notice of an obscure housewife in a poor district mentioned that she had been a volunteer solicitor for the Community Fund ever since its first campaign. Every year that woman had trudged up and down narrow stairways collecting the small pledges which her neighbors could afford. She knew from her own experience and observation how greatly needed was the help that the Fund made possible. She was just one of the thousands of workers who make a campaign successful and get a community going. Like them, she did what she could. There is such a thing as the individual's sense of responsibility as a citizen for community welfare. And these volunteers, without being emotional or sentimental, are accepting that responsibility.

There is such a thing, too, as a community sense of responsibility for itself. In Rochester, N. Y., a "Chest town" of 300,000, long accustomed to generous support of community enterprises, the local university needed $10,000,000. While Yale University went after the same sum through its alumni organization, countrywide, the city of Rochester raised its entire $10,000,000 at home.

AS I HAVE SAID, THERE ARE MANY REASONS WHY VOLUNteers volunteer both for campaigns and for service with the agencies. Everyone has his own reason. One man may feel a personal obligation to the leader who calls on him, another may feel it is "good business" to be prominent in an undertaking. But whatever the individual personal motiva-

Boston goes over the top. Taking their bow: Charles Francis Adams, president Greater Boston Community Fund; Henry R. Guild, chairman 1941 campaign. Applauding: Robert Cutler, president Community Chests and Councils, Inc.

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tion, be it business, social, professional, even political, there is no doubt that volunteer service gets a community going.

In mobilization of effort and of resources there are benefits for every citizen and for the community itself. I have heard manufacturers and businessmen testify sincerely that they would not undertake to operate in a community which did not have the safeguards set up by private social agencies. They would not want their families to live in such a community, they said, and they could not expect to maintain the morale of their workers without such safeguards.

Contiguous communities which make up a metropolitan area are interdependent in problems of health, safety, and social welfare. Where such communities are politically independent and especially in older places where local pride and tradition resist absorption, they are likely to lose sight of common interests. Boston and Philadelphia both are demonstrating how, under such circumstances, a Community Chest can eliminate provincialism, erase boundary lines in the attitude of citizens toward social welfare, and turn civic pride into an asset.

The same great leveling influence operates in the economic, political, racial, and religious groupings. The boss sits next to the mill hand at a report luncheon; the Colonel's lady and Judy O'Grady work side by side in the campaign; the leaders of racial groups, the followers of all religious faiths, join together in planning cooperative effort. Thus central financing and planning, through the practical process of merging differences and finding common interests, becomes the effective agent for unifying community spirit.

And, of course, the community and all who are in it, profit by the very elements which appeal to the individual volunteer. When men and women find satisfaction and enjoyment in sharing experiences and responsibilities, morale is improved in office, factory or community. When individuals find new interests and new expressions for their capacities, the sum total of the community's resources is increased. When leadership is developed through the Community Chest it feeds the demands for leadership in all community affairs. And when citizens share in the feelings of solicitude for each other's welfare, a new warmth and humanity are created, making a city a better place in which to live. Volunteer giving and volunteer service develop a citizenship which pulls its share of the load. "From each according to his means, to each according to his need," is a sound principle of democracy. The Chest generates enthusiasm for the cause by doing a job together which is the spirit and strength of democracy.

So perhaps the things that get a community going are the same as those that get a democracy going.

And that is why I can't forget the Austrian refugee. It was the final report meeting of the campaign. The chairman stood up and glanced at the final report figures. Hundreds of workers waited in tense silence.

"We're over!" he said simply.

Whistles! Shouts! Noise-makers! Singing! A bagpipe band struck up. Tired volunteers forgot their fatigue and all but danced in the aisles.

The Austrian refugee buckled on his overshoes, wrapped his muffler around his throat and slipped out to trudge through the snow to the house where his wife worked.

At the kitchen door he paused to shake the snow from his clothes. Then he strode into the center of the room. His wife looked up.

"We're over!" he shouted.

She knew what he meant. The campaign, of course. But more than that:

"We're over. We've done it together. Now I understand this America and what it means by the spirit of democracy. And we are part of it, you and I."

Why Industry Backs the Chests

Based on an interview with

JOSEPH P. SPANG, JR.,

President of the Gillette Safety Razor Company

By LINCOLN H. HOWE

WHY does industry feel that it is important for employers and workers to share jointly in the Community Fund movement? How is a Fund campaign carried on in an industrial plant today? For answers to these questions, I turned recently to Joseph P. Spang, Jr., president of the Gillette Safety Razor Company, and an active leader in the campaign of the Greater Boston Community Fund. As we talked together in his unpretentious office in South Boston, the industrialist explained that the Gillette Company, its executives and employes, and he personally always have supported the Community Fund campaign wholeheartedly because they consider it "both a duty and a privilege."

"Any corporation has a duty to help improve and protect the community in which it is located," he declared, "and one of the best ways we can help build a better community of healthy, happy, and contented people is to do our full share for the support of the institutions that are dedicated to community betterment."

Mr. Spang insists that a corporation, with its responsibility to its stockholders, must consider its subscription to the Fund as a tax, self-imposed in what is frequently called "enlightened self-interest."

"One might even go so far as to say that we as a corporation are selfish when we make our contribution to the Community Fund," he said. "We know that in the long run all we do to make better citizens and improve community morale is an investment that will pay dividends."

The conversation shifted to non-occupational disability. Plant accidents have been greatly reduced in number and severity by safety engineering programs in the quarter century since the widespread enactment of compulsory work-

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men's compensation laws. But it is estimated that 40,000,000 employes in American industry are losing 280,000,000 days of work each year because of illness contracted or accidents suffered during their leisure hours. That is seven days per year per employe.

"This tremendous economic loss running into untold millions of dollars constitutes one of the biggest problems confronting both the employer and the worker today," said Mr. Spang. "It is logical that the effort to reduce this loss of time and wages should begin with support of the hospitals and health services that care for the sick and injured and help prevent disease and contagion, the family service agencies that make for happier and sounder home life, and the character building agencies that develop better citizenship."

Mr. Spang pointed out that years ago business concerned itself almost wholly with production and distribution of commodities. That was its job and it did not see any other relationship to the community or to its employes. Old-time business hired people when it needed them, let them go when times were slack. Its chief interest in the community was to be sure that it had a labor supply when it was needed.

GRADUALLY, ENLIGHTENED MANAGEMENT BEGAN TO SEE the relationship between employes' lives and their productivity in factory or office. So, in varying degrees, depending on the attitude of the employer and his resources, and on the pressures of organized labor and of public opinion, measures were taken to promote and safeguard the health of employes and to provide recreational facilities for them and their families. Mr. Spang was careful to differentiate between this "enlightened self interest" and "paternalism." "Meddling in the private lives of employes ought to be absolutely out," he declared. He was proud to cite a tradition of social consciousness in the management of his own company, particularly as expressed in Gillette's hospitalization plan for employes and their families.

As time went on, many employers came to realize that industry was responsible for the growth of cities; for migration of population from rural to industrial centers, and thus, indirectly, for a host of new social problems. The logical next step was for industry to broaden its concern with the well being of its own employes to concern with the health and welfare of the whole community.

Mr. Spang cited a statement along these lines made by Donaldson Brown, vice-chairman of the General Motors Corporation:

> A corporation which derives generous benefits from community life must be willing to bear the corresponding burdens. . . . There is reason for its maintaining a lively interest in social welfare. It cannot hope to thrive if it is surrounded by degeneracy and squalor. There is no magic in a charter and the fiction of its corporate existence will avail it nothing if the community on which it and its employes so vitally depend should decay.

"Whatever creates a desire for a higher standard of living is good for business," Mr. Spang declared. "One of the outstanding characteristics of the American people is that they want comforts and luxuries, and this demand has promoted business while at the same time it has created the highest standard of living in the world. Social agencies have been a positive factor in raising the standard of living through health education, and through the activities of community centers, 'Y's,' Boy Scouts, Girl Scouts, and so on.

I asked Mr. Spang how his company goes about helping to develop employe interest in the Community Fund.

"We do everything we can to show our employes that the management is wholeheartedly behind the Fund," he said. "We give many of them time off to take 'Come and See' tours to the agencies. We give them time off to see the Community Fund motion picture. We try to make sure that everyone has an opportunity to know about the agencies that participate in the Fund and what they need in the way of financial support, in order to serve one fifth of Greater Boston's population.

"When we have made known the needs as we see them, we of the management feel that we have done our part. All employe gifts are strictly voluntary. Every employe must decide for himself in his own conscience whether he can give and the size of his gift. We do not tolerate the slightest degree of coercion.

"The actual job of solicitation is turned over to a group of so-called 'key people' who are not supervisors but natural leaders among their fellow workers. These key people include stars of the Gillette baseball team, some of the outstanding company bowlers, employes with long service records. They accept their jobs as a duty and a privilege in the same spirit that the company accepts its responsibility. I am extremely proud of the results achieved."

NOW WHY, IN ADDITION TO DIRECTING A VAST BUSINESS enterprise, is Mr. Spang willing to give a generous amount of time to Community Fund work?

Perhaps because a lifetime of association with men and women on all rungs of the economic ladder has taught him about people and their needs. Perhaps, also, his zest for the campaign has some relation to his belief in sports as a means of uniting people and increasing their mutual understanding.

With important defense contracts for precision instruments added to his firm's own complex activities, Mr. Spang's first inclination was to say "No" when the general chairman of the Greater Boston Community Fund asked him to handle an important and time-consuming job.

But he thought it over.

"I believe that the Community Fund is the greatest volunteer citizen effort in the community, uniting all people of good will, regardless of race, creed, politics or income," he reasoned. "Right now, it is vital to the maintenance of morale in the homes, the shops, and factories of the nation."

Mr. Spang called the chairman. "I'll take the job."

THE ACTIVITIES OF MR. SPANG AND THE GILLETTE Safety Razor Company in Community Fund affairs are paralleled by corporations and their employes throughout the United States today. The result is clearly evident in recent figures which show that increasingly the backlog of Chest support comes from contributions by corporations and wage earners.

An estimated increase of over a million individual contributions to Community Chests in America this year as compared with last was composed mostly of gifts under five dollars. These were largely from wage earners. Employe gifts approximated about one fourth of the year's total giving. A special study of 108 Community Chests shows that last year gifts from corporations also made up about a quarter of the total and that, in more than half the communities, the largest single contribution was a corporation gift. But the largest group of givers were wage earners.

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William Green, president of the American Federation of Labor, said last month in a letter to Tom K. Smith, 1941 Mobilization chairman:

> The wage earners of America have always been in the forefront of those who responded to pleas for help and I am confident that this precedent will be sustained and even extended as we realize that our support is vital to the success of the annual Community Chest drive. The demands being made upon us as citizens to support our national defense program have a tendency to eclipse all other appeals for help, but we must not forget that we have a continuing responsibility for our local humanitarian undertakings which must not be neglected. The Community Chest is one of our most modern and thoroughly democratic institutions for meeting the needs of local social and health agencies.'

Philip Murray, CIO president, gives equal endorsement, saying:

> In this time of great stress on the nation's physical defenses there is a natural inclination to overlook the necessity of maintaining the health and happiness of our citizens. The many humane services which are being supported by contributions to these Funds must be continued. To those who look to me for advice in this matter. I say: "Give all you can to your Community Chest."

While analysis of giving to Community Chests provides evidence that both corporations and employes recognize their responsibility to the community, the Chests, in turn, look increasingly to both groups for guidance. In a growing list of cities, both employer and employe are represented in the membership of Chest boards of directors. Both serve on campaign committees. The employe does not give as much money as the corporation, but he knows more intimately than management the value of the services given by Chest agencies. Sample studies have shown that from 15 to 33⅓ percent of the families of all employed persons are served in one way or another by Chest agencies.

Of a group of Chests queried by the Akron, Ohio, Community Chest on the whole question of labor participation in the Chest movement, 71 percent include "labor men" on their governing boards and about the same percent consult organized labor in selecting these representatives. Of these, 43 percent include representatives of both AFL and CIO, the remainder including one or the other organization.

Unfortunately, in the past, there have been instances where management was unwise in the methods it used to secure the support of its employes for the Chest. As a result, there sometimes has been solicitation which employes considered coercive. As contributors they have felt, too, that they ought to have a voice in the program. Fortunately, the widespread growth of the labor movement has made possible committees who can speak for labor and employe representatives on Chest boards of directors. Today, in the Community Chest campaign, employer and employe find an opportunity for a common effort for a common cause. Through this partnership between corporations and employes, employer and employe meet as men and women, with a joint responsibility for the welfare of their community.

Taxes and/or Gifts

By C. EDGAR BUTLER

Attorney-at-Law; Former President and Budget Chairman, Community Fund, Columbus, Ohio

WHILE the average American struggles to adjust his way of life and his household budget to the strains of a world war, he feels the tug of myriad calls to help alleviate the distress of the bewilderingly tragic world about him. Desperate needs circle the globe, and come straight as homing pigeons to the doorstep of the ever-generous American. But, he asks, what about needs closer home? What about the year-by-year necessities of some of his own neighbors? He's a generous fellow and he honestly wants to give, but the thought of ever rising taxes gives him pause. With increases of 300 or 400 percent at hand "for the duration," what can a man do? Very little it would seem. No need to be a professional economist to answer that one! But might it not astonish and interest our troubled American to discover that much of his tax burden can take the shape of gifts, gifts that he eagerly and honestly would like to make for purposes which he knows are important and necessary.

Gifts replacing taxes—sounds fantastic. But it isn't.

In recent years we have seen the preventive and constructive work of voluntary social agencies steadily improving community life. Common sense and intelligent self-interest command continued support of those services. We know how vital our social structure is to the nation's life and we have evinced the will to maintain it. In the defense emergency, gifts to Community Chests have not diminished; they have increased. But the real pinch of taxes, from the non-fatty income tissues, has not begun. What of next year? And the year after that? Will hard-pressed taxpayers try to balance some of this outgo by reducing their habitual giving? Will private support of community welfare falter so seriously as to weaken our social structure at its roots? This should not, and need not, happen.

The federal income tax law shows us how to prevent such a catastrophe. It says, in effect, "Give more to social welfare, and pay lower taxes." In a very practical fashion it encourages giving by allowing for individuals up to 15 percent and for corporations up to 5 percent of net taxable income for gifts to philanthropies. This makes possible a *tax reduction of 8 to 80 percent of the face amount of the gift,* a deduction varying of course with the income brackets and their corresponding rates of tax. Here is arithmetic both impressive and attractive.

While a good many people know about this deduction allowance, surprisingly few realize that it makes giving cost less than the face value of the gifts itemized. Since the deduction is allowed from net income, the point at which the tax rate is highest, it is obvious that the higher the taxes climb, the greater is the saving that the gift deduction makes.

Mr. X is going to say goodbye to Y dollars, anyway. If Mr. X desires, he, and not a Senate bloc, can decide how a good deal of Y is to be spent. If Mr. X shrugs his shoulders and says he can't be bothered, the government

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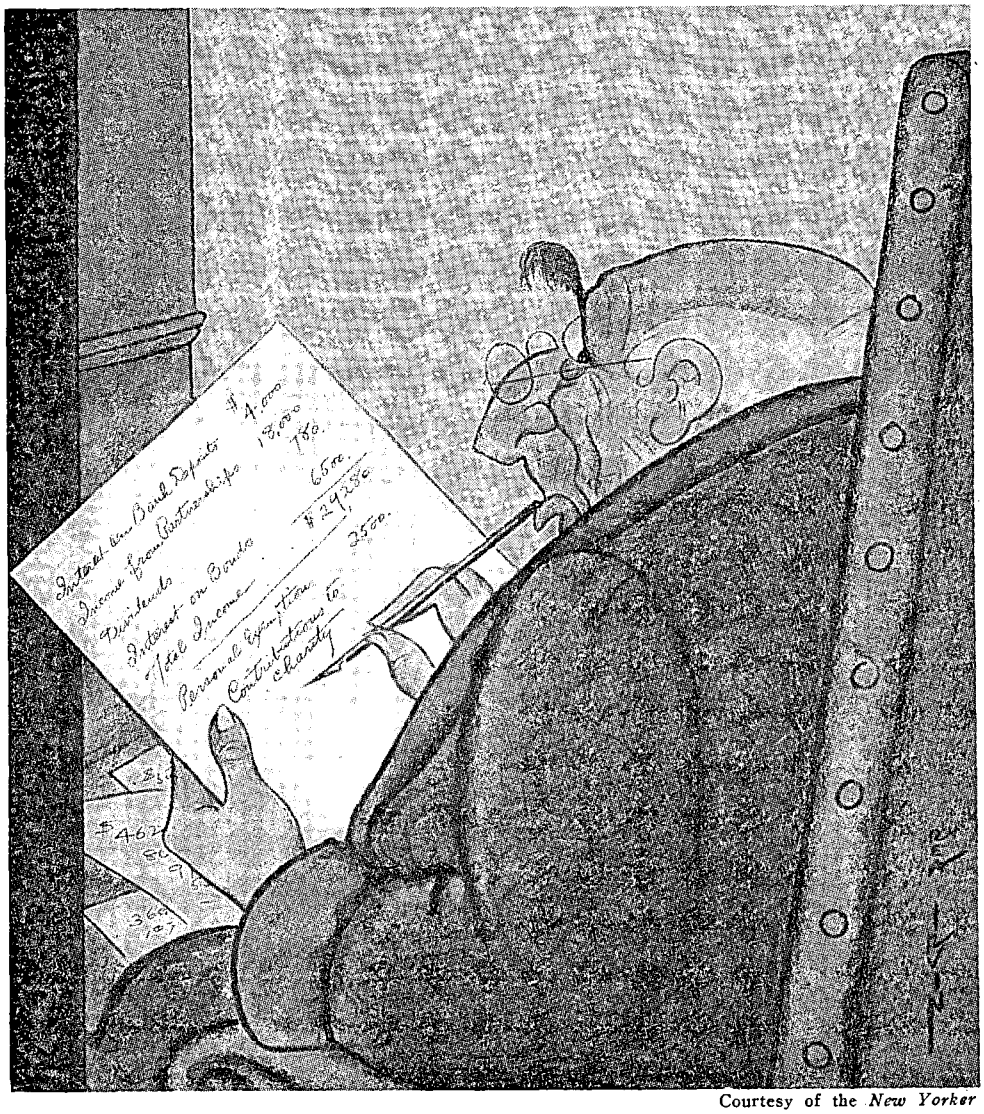
will spend it for him. But Mr. X, being an American, probably would like to have a direct say in the matter. Very well — he can. The government is more than willing.

LET'S SEE HOW IT ACTUALLY works out in the case of Mr. Fairneighbor, a retired business man with an annual income of $100,000 from investments. His gift to the local Chest is $10,000, which reduces his taxes by $7,088.40 (according to rates in the tax bill as proposed in midsummer 1941). Thus his net cost in supporting local social services to the tune of $10,000 is only $2,911.60. Instead of paying the $7,088.40 to the Collector of Internal Revenue, he has had the pleasure of assigning it to the welfare work of his community.

While the tax saving for lesser gifts from smaller and from earned incomes is not so dramatic as in the case of Mr. Fairneighbor, it still is considerable.



Courtesy of the *New Yorker*

FOR CORPORATION GIVERS, THE picture is equally interesting. Since 1935, when Congress voted to permit deductions of corporation gifts for charitable purposes from corporate taxable income, the principle of deductions has had an important effect on corporate giving, clearly shown by increases in the size of gifts.

A particularly striking case occurred recently in a big middle western city, when the United Service Organization solicited the Community Chest's largest corporation giver for a contribution. The USO was campaigning on the principle of asking each giver for an amount equal to 25 percent of his usual gift to the Community Chest. At a director's meeting of the corporation the USO request was presented by a former Chest officer, an attorney who also was a director of the corporation. He was dismayed to find that the general inclination was to give $10,000 to the USO, instead of the $12,500 it expected, and to cut the next Chest contribution from $50,000 to $40,000. Anxious to save both the Chest and the USO from loss, the attorney pointed out to his fellow-directors that they were "bickering over peanuts." For, he said, doing some rapid calculations, by the terms of the new tax bill and with excess profits at the corporation's present rate, it "could give the chest $50,000 at an actual net cost of only $4,000!"

So the USO got its $12,500. Presumably the Chest will get its $50,000. And the corporation will get the federal government's blessing. Tax reduction will take care of $46,000 of the Chest gift and a proportional amount of the USO gift.

A paragraph from the campaign booklet of the USO illustrates another possibility of reducing the net cost of giving:

> Donors owning property which has appreciated in value may derive additional benefits by making donations of such property. For example, a person owns stock which cost $12,000. Its present market value is $30,000. A gift of the stock will enable the donor to deduct $30,000 as a charitable donation (assuming it does not exceed 15 percent of net income), and to avoid the tax on the appreciation in the net value of the stock.

This tax ruling also would apply to corporate giving up to 5 percent of net income.

Another factor which should counterbalance tax increases in bolstering the coming Chest campaigns, is the upswing in business. During the first half of 1941, corporate earnings were 20 percent above, and national income 14 percent above, the first half of 1940. A 19 percent rise in salaries and wages is reported for the same period. Bank deposits recently were reported at $65,000,000,000 as compared with $55,000,000,000 in 1929.

Canada's experience in meeting similar problems points to maintenance of American giving at a high level. After two years of heavy war taxation, Canada can boast that Community Chest averages have not fallen. Actually they have bettered their averages of normal times.

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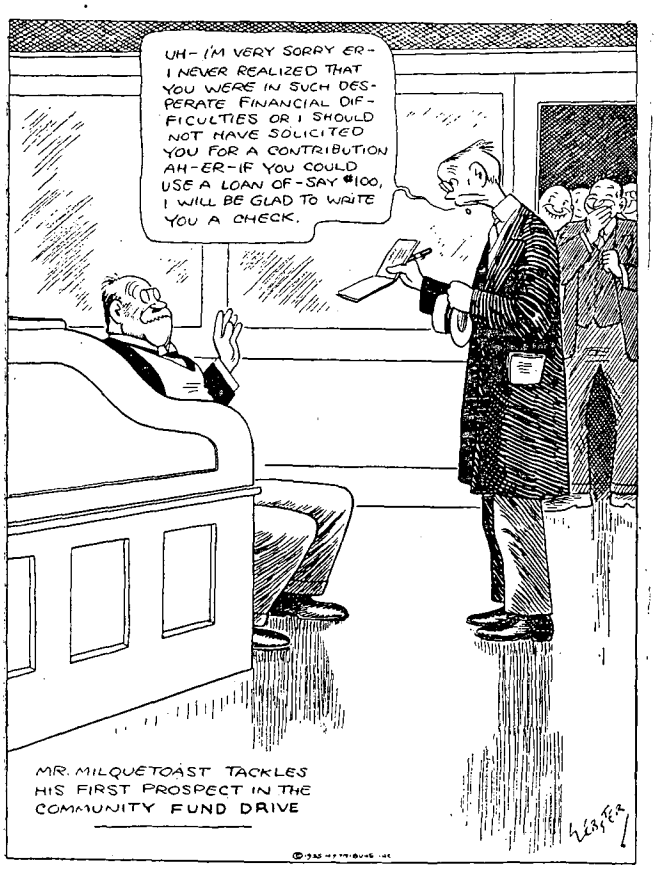
Mrs. Coy Goes to Town

How Not to Get a Contribution

By KATHARINE HALL BROOKS

HOW do you do, Mr. Carpenter? Here's the town pest again. Honestly, I'm afraid some of you business men will have your secretaries rig up signals when I say I want to see you, like "Mrs. Jack Coy is outside, you can slip out by the freight elevator." Really, I should sell insurance as a sideline, I call on so many people. Just the other day I said I was simply going to let someone else carry on. But I promised to do this, and I simply loathe people who can't be depended on, don't you? I suppose that's why whenever there's a drive on, people say "Let Polly Coy do it." Jack says I ought to take out a beggar's license. But you know Jack, he simply must have his joke. But even if Jack does grumble, he doesn't really mean it. He adores having me interested in the public and the poor and everything. I tell him that if I didn't keep up with things, I'd be too dull to talk to, and he says that even if I had Einstein's brain and Dorothy Thompson's tongue, they wouldn't do him any good if I was never home to practice my gifts. But you know Jack, how he talks. Oh, gracious, are all those people waiting for you? I'll get down to it.

Now don't think for a minute I don't realize how many calls you have on you. I think it was marvelous of you to give so much to the church, and I know how you help with the Community Fund. Really, you do so much that I wouldn't be surprised any moment if you went on a closed purse strike. But don't forget how terribly grateful we all are to you.


UH-I'M VERY SORRY ER-I NEVER REALIZED THAT YOU WERE IN SUCH DESPERATE FINANCIAL DIFFICULTIES OR I SHOULD NOT HAVE SOLICITED YOU FOR A CONTRIBUTION AH-ER-IF YOU COULD USE A LOAN OF-SAY $100, I WILL BE GLAD TO WRITE YOU A CHECK.
MR. MILQUETOAST TACKLES HIS FIRST PROSPECT IN THE COMMUNITY FUND DRIVE

What is it this time? Of course you want to know if it's a worthy cause and it really is. You see we want planned parenthood clinics, for the statistics show—how silly of me, I thought I had them in this debris in my bag—well, anyway, the statistics are simply terrific. Why if we don't stop, there won't be anyone left in a few years but the class of people who voted for Roosevelt.

Oh, Mr. Carpenter, how terrible of me! I didn't know you voted for Roosevelt. Anyway, you weren't alone, someone else must have, too. But if that's not just like me! Jack will howl! It's almost as bad as last month when I told a woman that we had to get to work and vote the crooks and trash out of public office. She simply froze me. And do you know her father is a judge, her husband is in his fifth term at the legislature, and her brother is running for something or other. Did I feel small? Well, anyway, Mr. Carpenter, Mrs. Roosevelt is for us. What, you like him and can't stand her? Oh dear, I do open my mouth and put my foot in it. But I think she ought to stay home more, too.

You think that with the possibility of war we ought to have more people? Now Mr. Carpenter, we have a grand answer for that if I can find it. Now wait a minute. No, that's the electric light bill. Well, I can't find it but they answer it beautifully, lots of prominent people, you'd recognize their names if I could find the pamphlet. I can't remember their arguments but they're terribly convincing, showing that even with war we don't need more babies.

Ye-es, I do think people should decide for themselves how many children to have, but this booklet I left in the car answers that. It certainly does answer that. No-o, I'm not sure how many clinics there are, but they're not against the law, or they'd not be there. Yes, we do have murders, and there are laws against them—but anyway, we do need money to run the clinics.

So just anything you feel like giving, anything at all, Mr. Carpenter. Your secretary is making faces from the door, I can see her in the mirror. It makes me feel like a highwayman. Just one of your usual checks will do. . . .

Oh, Mr. Carpenter, I do understand, you have lots and lots of calls, and what with taxes and all. Oh, what an idiot I am! These clinics will reduce taxes. You can't see how? Oh, Mr. Carpenter, with these clinics there won't be so many people to take care of, you know the lame, the halt, the blind and all those. We-ell, that's true, there won't be so many people to buy what your factory makes. There must be an answer, but I simply can't think of it . . .

Of course I understand, Mr. Carpenter, you do have to draw the line somewhere, and it's quite all right. It's been lovely of you to give me all this time to present our arguments and the need of the cause.

Well, anyway, you're one more call made. Just four more on my list. I hope to goodness they're all as easy to talk to as you are, Mr. Carpenter.

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Here in Washington . . . By Rilla Schroeder

WITH the House in recess Capitol Hill, at this writing, is enjoying a spell of quiet. A few members are on hand for the five-minute sessions called every third day and a few of the offices are staying open. But both mail and visitors have fallen off and legislation is at a standstill until the close of the holiday.

Frankly the members had to go home because the nerves of most of them were at the breaking point. Most of them wouldn't admit it, but debate was becoming decidedly acrimonious in spots and one member fell dead in the midst of heated discussion.

When the House returns September 15, the members will have had a chance to cool off and, if they went back home, the opportunity to talk to Bill Jones and Mrs. Jones and, perhaps, with young Bill who is serving his military term. Bill senior, and the missus may have been among those who wrote when the draft extension bill was up for consideration, but the chances are they were of the silent majority who failed to answer the pressure plea to "write your Congressman." If they were and if the views they entertain were different from those who did write, Congressman X will find it out and he may return to Washington with a new slant.

The draft extension passed, by a 203-202 vote. Test votes had indicated a substantial majority for the bill and it was only the last and record vote that saw it almost defeated. Those who opposed the bill are convinced that the vote was responsible for the War Department's announcement that 200,000 selectees and national guardsmen will be back home by Christmas. However, provisions for their release "as soon as practicable and when not in conflict with the interests of national defense" had been made already in the bill setting the age limit at twenty-eight, passed before the debate on draft extension began. Perhaps the Department hastened the announcement to placate those in camp disquieted by the extension, but plans for releasing hardship cases and those over twenty-eight had been completed some time previously. Announcement, of course, had to be delayed until the President had signed the bill, immediately upon his return from the Atlantic meeting with Churchill.

The army has turned to the Red Cross for the complicated and probably large case work job of investigating the applications of selectees and national guardsmen for discharge on the ground that continued military service would impose hardship on dependents.

Much was said in Congress during the extension debate about the morale of the army. War Department officials discounted the tales of unrest and dissatisfaction, claiming the reports greatly exaggerated. To quote Brig. Gen. Hershey, draft director, "there never was an army that would not vote to go home."

It is probably significant, however, that a civilian, Frederick Osborn of New York, in France for the Red Cross during World War I, has been appointed chief of morale in the army. He succeeds Brig. Gen. James A. Ulio.

Mr. Osborn should work well with Draft Director Hershey, who has shown himself a man of flexibility and imagination. Recently General Hershey spent a day at the "conchie" camp on the Patapsco River, near Baltimore. It is rumored that the purpose of his visit was to sound out the conscientious objectors on a plan to put them to work producing food. There are nineteen such camps throughout the United States and their total enrollment is about 1,200. The group is small, to be sure, but if they would fall in with the plan they would be trained as trouble shooters, to be sent en masse wherever they were needed.

THIS MAY NEVER BE A SHOOTING OR bombing war, but Uncle Sam is looking for 50,000 "well educated" young women to train as nurses. Federal Security Administrator McNutt, acting in his capacity as coordinator for health, welfare, and related defense activities, announced August 15 that volunteers for such training would be welcomed. Nurses training schools, hospitals, and universities are being asked to submit plans and estimates for increased facilities and enrollments. Funds will be allotted them, if they comply with the standards, by the states relations division of the U. S. Public Health Service.

In connection with this program the American Red Cross has announced that it will train 100,000 volunteer nurses' aides within the next twelve months in collaboration with the Office of Civilian Defense. The Red Cross also is conducting an enrollment campaign for its First Reserve, official reservoir of nurses for the army and the navy.

THE SPECIAL SENATE COMMITTEE APpointed to investigate the old age insurance system and old age assistance has brought in a report recommending pensions of not less than $30 a month to all persons sixty years of age and older who are not gainfully employed. The proposal would abolish "the humiliating and unpopular means test" for non-contributory old age assistance. It would extend and liberalize the contributory features of the present old age and survivors' insurance system, bringing practically all workers under the scheme and increasing payments to wives, and to widows with dependent children. The general pension would begin at $20 a month, effective July 1, 1942, and rise to $30 a month after January 1, 1944. The whole scheme would be federally financed, the report estimating the annual cost at from three to four billion dollars. The report was signed by the chairman, Senator Downey (Calif), and Senators La Follete (Wis.), Pepper (Fla.), and Thomas (Ida.). Two members, Senators Connally (Texas) and Brooks (Ill.) did not vote. In a one-man minority report Senator Green (R. I.), stated that, while he agreed with many of the committee's conclusions, he did not feel that the country could undertake such "unreasonable" outlays in the face of the present emergency.

THE PLIGHT OF THE SILK WORKERS, thrown out of employment by the silk shortage, was the subject of a recent conference between AFL and CIO textile union leaders, acting as members of the silk labor advisory committee of OPM. The conference recommended adoption of a four-point program which included, first, the Buffalo plan of training, retraining, and placing workers, applied successfully by the Buffalo General Motors plants when they were closed to retool for airplane production. The other three recommendations were: (1) formulation of a national policy providing for the training, retraining, and placing of labor dislocated by curtailment of supplies; (2) regional conferences of representatives of labor, industry, and government to discuss problems arising from such dislocation; (3) a comprehensive study of industry needs aimed at achieving an equitable distribution of substitute yarns.

SECRETARY OF AGRICULTURE WICKARD has authorized the expansion of the school milk program and the Surplus Marketing Administration will establish uniform conditions and procedure by which the program may be set up in any area in the United States.

THE NATIONAL RESOURCES PLANNING Board pamphlet "After Defense—What?" asks public and private agencies to start formulating a program to prevent chaos after the emergency. "The real problems of war never arise until the war is over."

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The Common Welfare

With a Bang

PROPHETS of gloom who predicted last spring that United Service Organizations, Inc., would have a hard time getting its money have had to eat their words. In mid-August the campaign passed its goal of $10,725,000 with every indication that the total would be close to $12,000,000. Organized in more than 5,000 communities, the campaign went over with a bang. Included in the goal were the quotas of fifty or more cities which agreed to include the USO in their fall and winter Community Chest campaigns.

Thus the USO has its money and is set to go ahead with its plans to staff and operate some 360 service clubs in defense areas. The only fly in its ointment is the fact that the buildings, which are to come from federal funds, are still in the paper-work stage. Eighteen building projects have been approved by President Roosevelt and funds allotted by the Public Works Administration, but the first USO building for which ground was broken ceremoniously on June 12 at Fort Dix, N. J. is still just a hole.

Meantime the USO has gone ahead developing services where they were most needed with such facilities as it could find. In mid-August it was supporting eighty-nine service centers operated in rented quarters by one or another of its seven affiliated agencies. In addition it was supplying needed personnel in about sixty other communities.

Responsibility for the operation of USO units, those now functioning and those to come, is in every instance assigned to a single organization which has a working agreement with the other member agencies for a sharing of facilities. Of the eighty-nine going USO units twenty-one are assigned to the YMCA; twenty-eight to the National Catholic Community Service; thirteen to the Salvation Army; nineteen to the Jewish Welfare Board; one to the YWCA; and seven to the National Travelers Aid Association. The Travelers Aid units consist of desk and office space where information and help are given. Some unfavorable public comment on the tendency of the operating agencies to emphasize their own identity, was countered by USO when it issued an official sign "U. S. O. Club" which "will be the only designation used on the clubs . . . and will replace the insignia of the individual member agencies."

Many a month will pass before the new federally financed buildings for USO clubs open their doors. The scheme which seemed simple when it first was broached [see *Survey Midmonthly,* March 1941, page 75] has developed a good many headaches. The tidy idea of standard buildings to cost about $28,500 went out the window long ago. So far the office of the coordinator of health, welfare, and related defense activities in the Federal Security Agency has approved five "standard" plans, each subject to modification to meet lot sizes and other special conditions. Estimated cost of the smallest of these units is $24,000; of the largest, $130,000.

In addition to these "standard" buildings some six or eight communities have drawn their own plans, and in certain other communities the FSA has purchased or leased existing buildings and is remodeling them for USO operation. Nearly all these types of building projects are represented in the eighteen approved by the President. The present estimate on the total cost of recreation facilities in connection with defense, is $16,000,000.

In addition to its recommendations for USO centers the office of the coordinator is applying to the FSA for funds to acquire and equip about thirty small centers or guest houses in as many communities at an initial cost of about $5,000 each. These centers, operated by the local communities with case workers supplied by USO, would serve special purposes of the social protection division of the coordinator's office in relation to transients and juveniles.

One Point Is Clear

THE man that nobody ever saw, the "average American," stepped out of the statistics of a recent Gallup poll, to reveal what he really thinks about government old age pensions. He believes wholeheartedly (91 percent of the people polled so expressed themselves) in the basic principle of such pensions, but a substantial majority of him still believes that they should be paid only to persons in need. However, an equally substantial majority says it would be willing to lay aside 3 percent of its income over the earning years to assure itself a government pension of $50 a month after sixty, need or no need.

The "average American," the poll indicates, is not quite satisfied about the amounts now being paid to needy old people. He thinks that benefits should begin at about sixty years of age instead of sixty-five as at present, and he thinks that $42 a month for single persons and $73 for married couples would be "about right." He has heard of the Townsend Plan, but has only the foggiest notion of what it proposes. On only one point is he clear: the government should look out for the old folks.

Low-Cost Security

HOW savings bank life insurance operates, and the progress it has made since the plan was evolved by Louis D. Brandeis in 1906, is described in a bulletin prepared by the U. S. Department of Labor in response to a request by the Sixth National Conference on Labor Legislation. The former Justice of the U. S. Supreme Court, then a Boston lawyer, developed the plan after the "insurance scandals" revealed the enormous profits to the companies in "industrial insurance," and the waste to wage earners entailed in lapsed policies and the expense of door-to-door solicitation and collection.

The scheme is now functioning in two states — Massachusetts and New York—and a savings bank life insurance law recently was enacted in Connecticut. At the end of 1940, the report finds, there were 212,000 savings bank life insurance policies in force in Massachusetts, with a face value of $192,000,000. In this state, the first policy was written in June 1908. In New York, where the plan had been in effect less than two years, there were 14,000 policies with a face value of $11,500,000.

Savings bank life insurance, the report points out, is

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simply life insurance sold by mutual savings banks over the counter, on a cash-and-carry basis. Figures given in the bulletin indicate that, in general, compared with the same types of policies sold by life insurance companies, savings bank life insurance costs less; that it is thoroughly safe; that it provides more liberal surrender values; and that its policies are less likely to lapse. The report states that:

> The elimination of selling expenses is the chief reason for lower costs in savings bank policies. Out of each dollar paid in as premiums in 1937, savings bank insurance in Massachusetts took only 7 cents for expenses. In ordinary life insurance . . . expenses took 14 cents. On weekly payment industrial insurance, the kind generally sold to workers, expenses absorbed 25 cents out of each premium dollar.

Teachers' Stand

THE question of totalitarian influence in their organization was the chief issue debated by the American Federation of Teachers, which met in annual convention in Detroit the last week in August. The issue already had split the teachers union, an AFL affiliate, when, by referendum vote, the membership revoked the charters of three locals, two in New York City and one in Philadelphia, held to be communist-dominated. The ousted locals included nearly 8,000 of the 27,000 members of the federation. The three locals sent delegates to the Detroit meeting, but the credentials committee refused to seat them. By an overwhelming vote the convention completed the expulsion of the locals, and rejected a proposal from the floor for a commission to reexamine the question. Finally, on its closing day, the federation amended its constitution to exclude from membership any applicant "whose actions are subject to totalitarian control, such as communist, Nazi, fascist." A proposed amendment which would have transferred the power to expel locals from the membership to the convention was voted down.

Prof. George S. Counts of Teachers College, Columbia University, was unanimously reelected president of the federation. Professor Counts, who was active in urging that the federation "clean house," opposed the plea of spokesmen of the three locals that "a militant federation of teachers be maintained intact." In his opening address to the convention, he said:

> In no other way could the federation relieve itself of a species of political intrigue and conspiracy that for almost a quarter of a century has confused, divided, and frustrated labor, liberal, and other democratic forces throughout the world—a species of political intrigue and conspiracy that has bedeviled our union and, particularly, certain of its locals for many years. . . . We are extremely fortunate at this juncture that we have had the courage to do a job that should have been done years ago.

The School and the Home

EXPERIMENTS in using the schools to teach children how they themselves can improve the living conditions of their families are described in the 1940 reports of the Alfred P. Sloan Foundation, 30 Rockefeller Plaza, New York. Over the past three years, the foundation has devoted its efforts to popular economic education, and now it is sponsoring experiments along these lines in two states. One of the projects, Harold S. Sloan, director of the foundation reports, is in a southern mountain region, where children suffer from rickets and pellagra because their diet is largely made up of pork, cornmeal, potatoes, and coffee. In the one-room schools of this community children now are studying new lessons from new textbooks, written for them by their own specially trained teachers, showing them how to cultivate vegetable gardens, and raise goats for milk. The experiment is being conducted by the University of Kentucky, which is making careful tests to determine the results of the school work on the homes of the children. A similar experiment is under way in several consolidated schools in Florida, in an effort to help the school children and their families improve the comfort and sanitation of their homes.

"If economic education is ever to become widely diffused it must begin at this subsistence level," Mr. Sloan writes. "Careful observation will demonstrate that thousands of American families are existing in abject poverty in an environment offering innumerable opportunities for better living. . . . But the schools, generally speaking, are paying little attention to education of this kind. What would happen if the schools, serving these distressed communities where unrealized opportunities exist, built the major part of their programs around the three economic necessities of food, clothing, and shelter?" It is this question to which the foundation seeks an answer through its latest projects.

Neighbors All

THAT the Central Good Neighbor Committee is widening its horizon has more than passing significance. For three years, under the chairmanship of Dr. John Lovejoy Elliott of Hudson Guild, New York, the committee has provided an informal nucleus for encouraging neighborhood and community activities helpful to European refugees in adjusting themselves to their new world. It now sets out to stimulate local initiative in confronting domestic issues and situations that spring from the critical times. In its decentralized scheme for promoting action—through existing organizations or flexible committees—the movement is a variant from the general run of emergency efforts, public and private, which tend to organize from the top down.

The decision to widen the committee's horizon was reached at a mid-August conference at Hyde Park with Mrs. Franklin D. Roosevelt, honorary chairman of the committee, as hostess to some 200 participants from perhaps a dozen states. In its earlier scope, the committee has worked through inter-agency conferences and cooperation, local studies, and a handbook which has run through five editions. Now these and three demonstration centers—one in a large city, one in a small, and one in a rural area—enter into the prospective program. In opening the meeting, Dr. Elliott pointed out that as we look to democracy to realize a higher standard of living, we also look to it for a rising standard of living together. Participation in common tasks, he said, is the best means for encouraging understanding and for counteracting forces which divide people into mutually suspicious groups.

Among such common tasks, the Hyde Park conference listed the sponsorship of local meetings or forums to discuss the "four freedoms"; hospitality to soldiers on leave without regard to race and creed; clarification of issues in local labor disputes; prevention of discrimination in housing projects, employment, the selective service; canalization of interest in housing, health, nutrition, child welfare, and reconstruction problems.

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The Social Front

Welfare and Defense

IN an effort to catch an imminent problem before it gained uncatchable proportions, Katharine F. Lenroot, chief of the U. S. Children'sBureau and child welfare consultant to the coordinator of health, welfare, and related defense activities, recently called together representatives of some fifty social organizations to explore ways and means to assure adequate care of children whose mothers are being drawn into employment in defense industries. Reports from all over the country showed an increasing problem with, generally speaking, very little being done about it. As a result of the ensuing discussion, the group adopted a statement of principles and recommended the appointment of a continuing committee to promote its effective application. The group held that the day care of children of women working in defense industries "is more than ever a public responsibility," and that "the welfare of mothers and children should be given due consideration at every point in the development of employment policies relating to national defense." It urged that advance information on increased employment of women be given to community agencies to permit planning for adequate and appropriate care of children. Such care might and should include a wide variety of services, but they should be "planned and conducted as part of a comprehensive community program . . . in accordance with recognized standards which will assure qualified personnel and adequate service."

Following the conference Miss Lenroot announced a number of follow-up committees: Executive, chairman, Paul L. Benjamin, Buffalo, and Charles I. Schottland, U. S. Children's Bureau, secretary; Federal-State Responsibility, chairman, N. S. Light, State Department of Education, Hartford, Conn.; Community Planning for Day Care, chairman, Paul L. Benjamin; Standards and Services, chairman, Abigail A. Eliot, Nursery Training School of Boston; Recruiting and Training of Personnel, chairman, Christine Glass, National Association for Nursery Education.

Housing—As many not phenomenally long-headed people foresaw, housing has become a major headache among all the headaches associated with welfare and defense. Even the restrained WPA Division of Research finds the housing situation "critical" in more than half of some fifty-eight small industrial cities and camp towns which it recently surveyed. Rent increases have been general and in a number of areas "truly startling," the poorer dwellings the ones most affected. In Brownwood, Tex., for example, more than three fourths of the rents have been raised an average of 64 percent; in Leesville, La., an average of 109 percent; in Starke, Fla., an average of 101 percent.

The less restrained American Federation of Labor describes as "shocking" the conditions reported to its executive council by a network of local housing committees. In many communities, it says, two or three families are bunking together in one house. "At the site of some defense projects, no homes at all are available to the workers. They live in tents, shacks, overcrowded boarding houses and trailer camps."

In Print—Because of their extreme timeliness the American Public Welfare Association, 1313 East 60 Street, Chicago, has hurried into print four papers concerned with practical problems of welfare and defense that were given at the Atlantic City meeting of the National Conference of Social Work. They are "The Effect of the Defense Program on Our Relief Needs," by P. D. Flanner; "Community Problems in Defense Areas," by T. J. Woofter, Jr.; "War and the Social Services in Canada," by Charlotte Whitton; "Effect of the National Defense Program on Unemployment and Need," by Howard B. Myers. Price 15 cents each, from the APWA.

In Baltimore—The effect of the defense program — "factory whistles blowing, men at work again"—on the activities of a private case work agency is appraised in a recent bulletin of the Family Welfare Association of Baltimore. There has been a slight but steady decline in applications, not all of which is attributed to the improved economic situation. The number of families receiving relief in April, 1941, was 28 percent under April, 1940; expenditures for relief, 30 percent under. "Practically all of the able-bodied employable people in families known to us are now at work of some kind." However, the changed situation has brought with it many new and different problems, such as those stemming from an acute housing shortage and from the tide-over help needed by new workers not eligible for public relief. There is an increasing demand for housekeeper or mother substitute service and increasing difficulty in finding suitable women to supply it. The association maintains an information center for men referred by draft boards, but so far has had "very few applicants for the service." Also "so far" it has had only a few cases of "family difficulties precipitated or intensified by the absence of a relative in the service."

Education

THIS month probably will see the organization and the initial activities of the National Commission on the Defense of Democracy through Education, created by the seventy-ninth annual convention of the National Education Association, held in Boston in July. One of the purposes of the commission is "to investigate alleged subversive teaching and to expose any teacher whose attitude is found to be inimical to the best interests of our country." But the commission is also directed to defend teachers unjustly accused of subversive teaching and to "investigate criticisms and movements against education, school systems, teachers colleges, textbooks, teachers' organizations, and members of the teaching profession, and to publish the results of such investigations as are found to be significant and constructive." Other purposes of the new agency are to improve public understanding and support of education, investigate groups opposing education, cooperate with state teachers' organizations in analyzing sources of taxation, and to help achieve unification of purpose in educating for democracy." The commission will consist of an executive committee of ten members, and one representative from each state teachers' association.

New York Investigation—The Rapp-Coudert legislative committee, investigating New York public schools, has turned for the present from political to business irregularities. At recent hearings, information about the Kemkit Scientific Corporation indicated that the firm, organized and owned by four men, three of them chemistry professors in New York City public colleges, had sold chemistry kits to thousands of students during the last fourteen years at prices which, according to one expert witness, amounted to three or four times the cost of the chemicals. The counsel for the committee stressed the means used to hide the connection of the three professors with the company by having dummy directors and stockholders and by disbursing all profits and dividends in cash through a former student of one of

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the professors, who is the fourth stockholder in the concern. Records introduced at the hearing showed that about 75,000 students in Brooklyn, City, and Queens Colleges have taken courses in which the chemistry kits were required.

Schools and Defense—Ways in which the schools may take a vital part in the defense program are outlined in a new publication of the U. S. Office of Education. It has been prepared in response to frequent requests from teachers and school administrators, asking suggestions on shaping their curricula and organization to meet emergency needs. The Office proposes six lines of activity: health and physical education; education for citizenship; community, national, and international relations; conservation of national resources; education for work; pupil guidance. The pamphlet, "What the Schools Can Do," was prepared by a staff committee of the Office of Education under the direction of Bess Goodykoontz, assistant commissioner. Reading references are provided.

Library News—Increased financial aid to libraries in several states is announced by the American Library Association. In Michigan, the legislature has provided $500,000 to be used in the next two years to improve and extend library service in the state. This appropriation is being reestablished after a two-year lapse. For the first time, North Carolina has included an item in the budget, setting aside $200,000 for public library service throughout the state. In Arkansas, the library appropriation was increased this year from $100,000 to $120,000; and in Vermont, from $42,000 to $48,000. These appropriations express increasing awareness of the importance of library service; they also reflect "better times" in the states.

Three institutes for rural librarians and citizens were held in Michigan in August, bringing together more than two hundred representatives of the state's rural communities. The three-day programs included discussion of library problems, and of problems of rural living. The purpose of the meetings was "to give a small group who are working with people and books in their home communities a few days of shared companionship in the discussion of major social issues."

New Course—Opportunity for a two-year practical course for resident students who are not interested in working for a degree is announced by Miami University, Oxford, Ohio. The course combines six to nine hours of vocational courses with six to nine hours of general cultural or background courses each week. The vocational courses are arranged in three groups: business courses, including shorthand, typewriting, bookkeeping, and others; home management, including child care, nutrition, foods and cooking, and others; shopwork, including building trades, metal trades, machine design, shop mathematics, communications, and others. The course is open to all highschool graduates, and to college students who have no desire or aptitude for attaining a degree.

Record and Report—In the spring of 1941, a group of city superintendents of schools, under the leadership of Edwin A. Lee, formerly director of the National Occupational Conference, made a tour of Pacific Coast cities, studying public school programs of vocational education, and particularly the national defense training program. An illustrated pamphlet, "All-Out Defense Job Training: A Call to Dynamic Action," is a record of their study-tour and conference. Price 25 cents from Dean Edwin A. Lee, School of Education, University of California, Los Angeles, Calif. . . . The Educational Policies Commission of the National Education Association offers a timely study-discussion outline, "The Education of Free Men in American Democracy." From the Commission, 1201 Sixteenth Street, N. W., Washington, D. C. . . . A study of the behavior of young children, carried out at the Iowa Child Welfare Research Station, is reported in "Frustration and Regression: An Experiment with Young Children," by Roger Barker, Tamara Dembo, and Kurt Lewin. (University of Iowa Press, 314 pp. Price, paper, $1.35; cloth, $1.70, postpaid by Survey Associates, Inc.)

Among the States

THE hope that the 1941 Illinois legislature would give the state a new streamlined department of welfare was not realized and the administration of general relief still remains outside the state department. However, a gesture toward the trend of the times was made when the name of the Illinois Emergency Relief Commission was changed to Illinois Public Aid Commission. The relief appropriation for the biennium was $52,358,000, exclusive of the expenses of administration. This was a drop from the original estimate, made early in the year, of $90,000,000 as the sum required. General opinion, even among many social workers, does not quarrel seriously with this cut, since the relief load is declining steadily and the new aid to dependent children program [see *Survey Midmonthly*, August 1941, page 242] will take thousands of families from the direct relief rolls. Chicago gets about 70 percent of the state relief appropriation.

The state appropriated $92,678,990 for old age assistance for the next biennium, an increase of $18,678,990 from the last.

Counted as one of the good deeds of the legislature was the creation of a new State Department of Public Safety and the transfer to its jurisdiction from that of the Department of Public Welfare of the state criminologist, superintendent of prisons, supervisors of parole, board of standardization, advisory board of prisons. T. P. Sullivan is director of the new department. A new parole board was set up consisting of the heads of the five departments of the Department of Public Safety. Hearings on paroles and pardons must be given full publicity.

An amendment to the parole act provides "that in all cases of indeterminate sentences the judges should make an advisory recommendation on the minimum and maximum limits or duration of such imprisonments." But such recommendation can be set aside by the parole board by a vote of any four members and the concurrence of the director of the DPS, and a new sentence imposed. The constitutionality of the new parole law was immediately challenged by petition for a writ of mandamus seeking to bar Cook County Criminal Court judges from fixing maximum and minimum sentences. The Illinois Supreme Court denied the petition, without comment.

Trouble at Home—The Social Security Board has had troubles close home of late with "differences" between it and the District of Columbia, chiefly over merit standards and the "confidential records" clause of the amended Social Security Act. At this writing the "differences," which for a time threatened the funds of the public assistance services, have been "temporarily adjusted."

The basic trouble seems to be that in the district the board has no "single state agency" with which to deal and responsibility is confused between the district commissioners and the Board of Public Welfare. Also Congress, the legislative body for the district, has been something less than interested in revising the laws governing the situation.

For its personnel the district welfare department draws on the federal civil service lists, but there has been no federal register from which it could get employes of the $1,600 and $1,800 grade. To date it has been operating under waivers permitting it to get such workers as best it could. The Social Security Board objected to the indefinite continuation of this practice but finally agreed to a truce until a reclassification bill for the welfare board, now being drafted, is acted upon. On the point of "confidential records" the district has no such requirement in its welfare laws and had not heeded warnings of the July 1, 1941

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deadline. The House passed a bill meeting the requirement, but Senate action was postponed. Observers believe that it will pass early in the fall after certain objections have been met or objectors pacified.

Here and There—After a fine and frenzied defiance Georgia has "adjusted its differences" with the Social Security Board and is getting funds for the public assistance services. While denying that the state yielded ground, B. S. Miller, director of the Department of Public Welfare, says that the merit system will be put into effect at once, and that the names of public assistance beneficiaries will not be published again. These were the points at issue.

Although the Massachusetts legislature is big-heartedly inclined to liberalize old age assistance grants, the hitch comes, as it has with other legislatures, in finding funds to support its inclination. Both houses of the legislature favor a minimum of $40 a month to each OAA recipient, but the house voted to raise the necessary sum by a flat one half of one percent tax on earned income in excess of $1,000; the senate by a $2 head tax. A "prolonged struggle" is anticipated in September when the legislature reassembles after its August recess.

With Kentucky candidates for office making their usual high-powered campaign promises to old people, Governor Keen Johnson has announced that only "by exerting every economy under our present budgetary appropriation" can OAA checks reach an average of $10 a month during the current fiscal year.

Concerning Children

CHILD welfare has had considerably more than its usual attention this year from state legislatures, says the American Public Welfare Association in reviewing the 1941 legislative record. Connecticut and Illinois enacted provisions to take advantage of federal funds for aid to dependent children bringing to a total of forty-four the number of states with such laws. Eight states raised the age maximum for ADC to eighteen years.

In a new law reflecting the increased concern for protection of adopted children, Indiana provided that both parents must consent to a child's adoption, that foster homes must be investigated, and that there must be a year's supervision of the foster home by a designated agency before final papers can be signed. With this law Indiana became one of twenty-nine states authorizing investigations of foster homes. In only ten states are investigations mandatory, however. One year's residence in the foster home before final adoption now is required in eight states.

Other states enacting laws pertaining to adoption were Nevada, Iowa, Minnesota, Wisconsin, and Wyoming. Indiana, Michigan, Minnesota, and Wisconsin made changes in their laws protecting illegitimate children.

Foremost among the revisions in Juvenile Court laws this year was the California Youth Correction Authority Act which sets up an Authority of three salaried members with limited powers to determine the proper treatment for each youth given over to it by the court, which hereafter will not commit directly to prison anyone under twenty-one.

Juvenile Court laws were revamped in Arizona and Indiana. The new Indiana law, to avoid going out of date rapidly with changing social concepts, defines in general rather than specific terms the circumstances under which children come within jurisdiction of the court.

A number of states enacted miscellaneous child welfare measures. South Dakota authorized community youth councils to make surveys of youth, coordinate leisure activities provided by various organizations, and provide activities for those who lack them. West Virginia remodeled its child welfare law, extending the age limit from sixteen to eighteen for neglected boys under charge of state welfare agencies. Rhode Island appropriated $10,000 for a new home for malnourished children, chronic orthopedic and underprivileged cases. Maryland and Vermont set up commissions to study child welfare.

Trend of the Times—The House of the Holy Child, founded in Philadelphia in 1896 to serve normal dependent colored children in need of care away from their own homes, has followed the trend of the times. It has closed its institution on Bethlehem Pike and henceforth will concentrate all its resources on its program of foster home care instituted in 1927. The new policy, it is believed, will enable the agency to serve considerably more than the 127 children it had under care when the change was made during the summer. The services it offers include: foster home placement of dependent children under sixteen years needing long or short time care; convalescent care in foster homes; foster home placement of crippled and physically handicapped children; adoption. Laura Drake Nichols is executive secretary.

Children's Fund—At the end of its twelfth year, April 30, 1941, the Children's Fund of Michigan had a trust fund balance of $8,514,344. Under the terms of the trust, established with gifts of $12,100,000 by the late Senator James Couzens, the fund must be expended, principal and interest, at the end of twenty-five years from the date of gift. During the past year the fund has financed only those new projects which were temporary and incidental to its major program. With the increase in tax-supported public health work, it is gradually reducing its subsidies for the promotion of county health organization and sees "good reason for extending support in the field of mental hygiene and in the program of juvenile delinquency and into pure research as it pertains directly or indirectly to child health."

The fund's fields of activity with its 1940-41 expenditures in each instance were: child health, $390,541; child guidance, $107,625; medical research (almost wholly in its own research laboratory in Detroit), $57,787; child dependency, $40,150; recreation (chiefly in contributions to summer camps), $35,000.

Youth

AWARENESS of the significance of the defense program and willingness to cooperate with it, were expressed by thousands of young Americans recently polled by the Advisory Committee of the National Youth Administration. Questionnaires were returned by 15,000 young people in 33 states. A sample analysis of 2,602 replies indicates that 70 percent of the youth are in full sympathy with the defense program, and have definite suggestions as to the part of young people in defense. An additional 21 percent are willing to cooperate, but have less definite ideas about the means; 9 percent express lack of interest. Only ten out of the 2,602 declared themselves opposed to the defense effort. The young people polled represent schools, churches, NYA projects, and social and sports organizations in cities, towns, and rural communities.

Study of Catholic Youth—Based on a house-to-house canvass of the Catholic young people, eighteen to twenty-four years of age, in one urban parish, a study recently published by the Catholic University brings together significant data on the community relationships of this youth group. "Youth in a Catholic Parish," by Brother Augustine McCaffrey covers 394 of the 446 young people living in the parish in 1939. The inquiry presents material on youth and their parish, their leisure, homes, religious practice, moral practice, education, employment. Among the points of particular interest are: the expressed need of the young people for more recreational opportunities, and particularly for parish clubs which young people "run themselves"; more opportunities to meet young people of the opposite sex; "information concerning marriage and the Sacraments"; vocational training and guidance in

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parochial schools; jobs "with a future." The author comments: "Half the young people in this parish, including the boys still in school, indicated that some phase of the employment complex is their chief difficulty."

Girl Scouts and Defense—An emergency program of activities for older girls, from fifteen to eighteen years old, has been worked out at the national headquarters of the Girl Scouts, 14 West 49 Street, New York, and is outlined in a pamphlet, "Senior Service Scouts," now in preparation. The program is based on the training course for leaders, which the organization developed some months ago and opened to any woman interested in group work with girls. The course, "Training for Today's Needs," recognizes that "in time of crisis—war, emergencies, floods, etc. — girls' and women's jobs are their traditional ones, sharpened to meet the occasion. These jobs fall mainly in the areas of the home, health, recreation, morals, conservation, community service." The program for older girls includes basic training and "novitiate experience" along several practical lines, including: first aid and elementary nursing; certain mechanical skills; the selection and preparation of food based on knowledge of nutritive values; the shelter, feeding, and clothing of groups of persons in time of emergency. The selection of activities is based on the work that older Girl Guides have done so successfully during the war emergency in Britain, France, Finland, and other countries overseas.

CCC Change—The Civilian Conservation Corps has reversed its policy of enrolling candidates only during certain periods of the year, and will accept unemployed youth between seventeen and twenty-three years of age at any time. The change in policy was made to enable the CCC to increase its aid in the national defense program.

Relief and WPA

AS a result of experimentation in Chicago and elsewhere, WPA is initiating a new program to place workers in defense industries. In essence the plan proposes that, with the cooperation of vocational training schools, public employment services, and the labor supply committee of the Office of Production Management, qualified WPA workers, men and women, will be placed in private industry for in-plant training for a period of not more than four weeks during which time their wages, at the WPA rate, will be paid by WPA. If, by the end of the training period, they have demonstrated satisfactory competence they will go on the regular plant payroll at regular wages. Workers certified for WPA but not assigned, also are eligible for this program by which WPA officials hope to get more than 100,000 workers trained and placed in private employment within the year.

In Chicago some fifty industries are cooperating in the scheme with results that have encouraged its application on a large scale.

Down and Up—The third week in July saw Pennsylvania's general assistance rolls at a record low—97,112 cases—for the nine years of statewide organized relief. Unfortunately, this drop was due less to increased employment than to the fact that during that week some 2,700 "unattached able-bodied employables between the ages of twenty and forty" were removed from the rolls under a ruling of the State Board of Public Assistance making such persons generally ineligible for state relief.

A week later the rolls went up again as a result of heavy WPA cuts which occurred early in the month, but in mid-August the curve once more turned down with employment in private industry as "the favorable factor." During the first half of 1941 a net total of 28,500 cases shifted directly from state relief rolls to private payrolls.

Denied—In New York State during 1940 more than 42 percent of all applicants for assistance were rejected. New York City turned down more than half the applications for aid; upstate New York, 30 percent. Rejections are more common in the categorical assistances than in home relief because of the special eligibility factors involved, such as age, blindness, citizenship. Altogether 185,000 applications for aid were denied in the state during the year.

Analysis—"How Will Defense Affect the Relief Load," published by the Milwaukee County (Wis.) Department of Public Assistance is a report of a study made recently by the department in an effort to answer the question it uses as a title. The study is based on an analysis of all the relief cases active as of January 31, 1941. Some of the findings: 27 percent of the cases were without an employable member; only half of the cases had a "fully employable head"; half of these "employable heads" had some employment; 90 percent of the cases contained only one person with earning ability; the male heads of the families on relief were an older group than the male heads of families in the general population; more than half the employable case heads were semi-skilled or unskilled workers. Says the report: "The conclusion is inescapable that for the immediate future not only will practically all the unemployables and those with limited employability continue on relief but also a proportion of those who, although classified as employable, will not be absorbed in industry because of age, or lack of skill, or because of a combination of both factors."

A similar analysis made in Jackson County, Mo., led to similar conclusions. This study of 2,415 persons applying for relief in Kansas City showed that 37 percent were unemployable. Of the employables, 62 percent were Negroes; 22 percent had less than a fifth grade education; 47 percent were unskilled. The study was made by the county office of the state social security commission, which concluded: "The role of the willing but unskilled workers in our economic structure is still a real problem."

"Reasonably Adequate"—Home relief cases in Illinois decreased 29 percent in the year ending June 30, 1941. That month the Chicago Relief Administration had 50,949 fewer cases, 952 fewer employes, and spent a million dollars less than in the same month two years earlier. There were 64,719 cases on the rolls in June, 1941; expenditures came to $2,221,688. According to James H. Douglas Jr., vice president of the Illinois Public Aid Commission, relief

ROBERT CUTLER

When Community Chests and Councils, Inc., elected Robert Cutler of Boston as its president it chose a man who had won his leadership spurs in a wide variety of social, civic, and church activities. A Harvard Phi Beta Kappa, a lawyer by profession, Mr. Cutler long has been active in the Community Federation and the Community Health Association of Boston. He helped organize the Greater Boston Community Fund and was general chairman of its 1937 campaign. In 1938 he was elected as a director of Community Chests and Councils, Inc., and in 1940 succeeded the late George Vincent as president.

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standards in Chicago now are "reasonably adequate," with family budgets covering "minimum needs for health and decency." The family gets in cash 80 percent of the budgeted allowance for rent, fuel, light, and household incidentals; 100 percent of the items for clothing and carfare for working heads of families, and some additional clothing from the WPA sewing project. It gets in orange and blue food stamps and free milk 112 percent of the food item, ice on request in summer, and medical care "on a need basis."

In Print— How families on relief stretch their allowance for food to cover unbudgeted necessities, and how the purchase food stamp plan would affect this practice is clearly set forth in the report of a study, "Expenditures by Families on Relief in Louisville, Ky.," by Gertrude Richman. . . . Cogent arguments against 100 percent federal responsibility for relief are advanced by Hugh R. Jackson in "The Values in Preserving State and Local Participation in General Relief," prepared as a paper for the National Conference of Social Work. Both published by the American Public Welfare Association, 1313 East 60 Street, Chicago. Price 15 cents each.

Also available from the APWA (send postage) is the report of its committee on relief policies which recommends, among other things, that a new category be added to provide for grants-in-aid to the states for general assistance to needy residents and migrants.

People and Things

THE military services have reached into the New York City Department of Welfare and taken 209 of its staff for active duty. Largest group to go were 127 clerks of all grades; next largest, 43 social investigators. At the end of July, 130 workers from the Pennsylvania state and county welfare offices had left for military duty, 55 of them case visitors, 41 of them clerks. The Pennsylvania department has alumni in the services ranking from privates to majors.

Job Rush— The National Travelers Aid Association has found that the job of recruiting personnel for its part in the USO program is complicated. Doctors, lawyers, merchants, chiefs want to serve their country, it seems, by way of Travelers Aid. To deal with the flood of applications, the association has added Anne Taylor McCormack to its staff as director of personnel. Mrs. McCormack was for fourteen years with the late lamented Joint Vocational Service and probably knows more about the pluses and minuses of social workers than anyone else at large.

BERTHA F. HULSEMAN

In her twenty-seven years with the Russell Sage Foundation Library, all but four of them as librarian, Mrs. Hulseman has accumulated such a store of information on social work literature that she herself is practically a library. This fall, under the foundation's retirement plan, she relinquishes her post. She is succeeded as librarian by Mabel A. Badcock, who joined the library staff in 1915.

Among recent TA staff acquisitions are Evelyn Heacock, recently with the Community Service Society of New York, who is developing a training course for volunteers; Grace Sewell of the Texas Old Age Assistance Commission, who heads the TA-USO unit in Anniston, Ala.; Margaret Creech of Chicago, who succeeds Dorothy B. de la Pole as director of information and studies. Miss de la Pole has gone to the Federal Security Agency as a regional director in the division of social hygiene in the coordinator's office.

People and Jobs— A shift of administrative responsibility at the Judge Baker Guidance Clinic, Boston, has put Dr. Frederick Rosenheim and Dr. George E. Gardner in the posts of directors. Both have been on the staff as psychiatrists. Dr. William Healy and Dr. Augusta F. Bronner relinquish administrative duties for the less exacting duties of consulting directors.

The Citizens Housing Council of New York has a new executive director in Mrs. David B. Dunlop, for the past five years the executive secretary of the Women's City Club. She succeeds Florence D. Stewart, resigned.

Our esteemed contemporary, *The American Journal of Nursing,* has a new assistant editor in Anna M. Taylor who part-timed on the staff several years ago while a student at Teachers College and who has an enviable record in nursing education. For the past two years she has been in Boston working with local organizations and Boston University in the development of courses for graduate staff nurses.

James B. Convery is the new administrator of the Montana State Department of Public Welfare, succeeding I. M. Brandjord who resigned in July.

Dr. George Baehr, clinical professor of medicine, Columbia University, New York has been appointed chief medical officer in the Office of Civilian Defense. Dr. Baehr will coordinate the related activities of the OCD and the U. S. Public Health Service in regard to plans for disaster relief in cities.

AASW Election—Wayne McMillen of the University of Chicago has been reelected president of the American Association of Social Workers. There were 4,037 valid ballots cast by the membership of more than 11,000. Vice-presidents reelected are: Pierce Atwater, Chicago; Frank J. Bruno, St. Louis; Kenneth L. M. Pray, Philadelphia.

Retiring Ladies— After seventeen years with the National Organization for Public Health Nursing, recently as its business manager, Lucretia H. Royer has retired and has joined her husband, Capt. Lawrence Rich, at Fort Myer, Va., where he is stationed. That in private life Miss Royer has been Mrs. Rich for a number of years comes as news to many of her professional associates. Succeeding her at the NOPHN is Ruth Marvin who comes from Adelphi Academy, Brooklyn, where she was in charge of public relations, and who previously was financial secretary of the Brooklyn Visiting Nurse Association.

Edith Shatto King has resigned from the staff of the Welfare Council of New York City and is undertaking an "experiment in retirement" at her country place in Wilton, Conn. Later on, when and if leisure palls, she will take on some short-time projects. Sarah Marshall, her assistant at the council, has succeeded her as director of information services and of the Social Service Exchange.

Professional

A COMPARISON of the 1939 and 1941 directories of the American Public Welfare Association shows that in two years twenty states and the District of Columbia changed the executive in charge of their public welfare departments—a turnover of nearly 50 percent.

Help Wanted—The U. S. Civil Service Commission is on a not-very-still hunt for economists in all branches for government positions paying from $2,600 to $5,600 a year. It announces that applications will be accepted at the Wash-

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ington office until further notice and will be rated as soon as practicable after receipt.

Economists will be appointed in various government agencies to conduct professional research in economics and to maintain working relationships with federal and state agencies. Requirements are a four-year college course in economics plus professional experience in economic research or in responsible college teaching in economics which was accompanied by research. Further information and application forms may be obtained from the commission in Washington.

Up and Coming—From the Department of Social Welfare, University of California, H. M. Cassidy director, comes a grist of news regarding program and staff for the new academic year. For the first time, specialized training in psychiatric social work will be offered by the department for students in the second year of their graduate work for the Master's Degree in Social Welfare. The program will be under the general direction of Jane Shaw Ward, lecturer in social welfare.

An outstanding addition to the faculty for the coming semester is Dr. C. E-A. Winslow, professor of public health at Yale University who, as this year's Rosenberg lecturer, will give two courses on public health problems, one for graduate and one for undergraduate students, will offer a lecture series open to the public, and will be available for lectures throughout the state.

The regular staff of the department is being strengthened by the addition of Howell Williams and Rachel Greene as assistant professors of social welfare. Both are just completing work for their Ph.D. degrees at the University of Chicago and both have had much experience in social work.

Neighbors—Social work courses at the University of Toronto, Canada, are now under a faculty council of the university's School of Social Work which has replaced the former administration under the department of social science. Stuart Jaffary is director of the school, Agnes McGregor, assistant director.

Meetings—The Indiana State Conference of Social Work has chosen Wade T. Searles as its executive secretary to serve half time. Mr. Searles will continue his work on the faculty of the Indiana University Training Course for Social Work. The conference office is at 1076 West Michigan Street, Indianapolis. The fifty-first annual meeting will be held October 29-November 1.

The annual meeting of the New York State Conference on Social Work to be held in Buffalo, October 21-24, will be preceded by a two-day institute offering eighteen courses, most of them concerned with one phase or another of case work. With housing at the forefront of the problems of welfare and defense, the conference program will include three sessions designed to make social workers more housing-minded.

"Family Morale in a World at War" will be the general theme of the annual institute of the Child Study Association of America to be held November 14-15. For details address the association at 221 West 57 Street, New York.

The twenty-seventh annual meeting of the National Conference of Catholic Charities and the annual meeting of the Society of St. Vincent de Paul will open formally in Houston, Tex. on October 19. It will be preceded by two days of preliminary meetings, chiefly for religious and for diocesan directors of charities. For details of conference plans and program address the president, the Rev. Bryan J. McEntegart, 480 Lexington Ave., New York.

The Axe Falls—The Division of Social Administration of the State University of Iowa, in effect a school of social work, has been suspended on account of the failure of the legislature to appropriate funds for its continuance for the next biennium. The division, of which Grace Beals Ferguson was the director, was a member of the American Association of Schools of Social Work. For the past seven years it has had a subsidy from the State Department of Social Welfare supplemented by university funds. Sharp cuts in the appropriations to both these sources of income forced the suspension of the program.

Fifth Year—The Rochdale Institute, established in 1937 as an experiment in personnel training in the field of consumer cooperative business and education, claims that it has demonstrated three important points: "that it is possible by certain tests of aptitude and ability to select students who are particularly qualified for service in the cooperative movement; that such selected students can be given training which especially fits them for cooperative service; that the cooperative societies of this country not only need people of this character and with this training, but that these societies can give them jobs and supply them with a livelihood."

The fall courses of the institute will open on September 29. For full information address the registrar, Lionel Perkins, 167 West 12 Street, New York.

GRACE R. BOLEN, LONG PROMINENT IN hospital social service work in New York, died in mid-August. For ten years, before she retired in 1929, she was associated with the Sloane Hospital for Women.

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NEGRO PhD. now teaching wishes permanent work with boys or young men, anywhere in the U. S. 7748 Survey.

WOMAN agriculturist, thoroughly experienced in all phases of horticulture, livestock, and dairy management, and expert in making use of agricultural projects as education and therapy, seeks opening in progressive children's, girls', or women's institution. 7763 Survey.

BOYS WORKER, available immediately. Post graduate courses case work, group work, mental hygiene. Supervisory experience in Settlements, Boy Scouting, Play School, Camping. References. 7760 Survey.

WOMAN, COLLEGE GRADUATE, experienced, wishes position as case or group worker with social agency, or as matron or supervisor in institution. Good with adolescents. 7768 Survey.

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Book Reviews

Timely Guidance

SOCIAL CASE WORK IN NATIONAL DEFENSE, by Pauline V. Young. Introduction by Fred K. Hoehler. Prentice-Hall. 292 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book is written as a guide to social workers dealing with service men and their families. It brings out clearly the emotional strain in all families from which men go to the federal forces for national defense and emphasizes the fact that financial need is overshadowed by the worry following enlistment of husband, son, or father, and the subsequent adjustment in the home. The book should be particularly helpful to the professional worker without a great deal of experience and to the trained and supervised volunteer because it gives excellent suggestive outlines for many types of interviews.

Mrs. Young understands the service men and their sensitivity to their families' welfare. She knows that it is essential that the morale of the federal forces be maintained at a high level. To that end, she points out with great skill the essentials of social case work and presents a few illustrative cases. There are chapters on application and intake, the techniques of interviewing and the client's participation in interviews. Careful details are given on the construction of records and the importance of recording facts. The social case history is shown as a complex life pattern. Mrs. Young stresses the need of the cultural approach to social case work, referring to the "way of life" of the client's group and family as his cultural pattern. In the chapter on social diagnosis and social insight, she says "a case well diagnosed in half treated"—a statement as pertinent today as in the past.

The field of family case work is covered in this brief book, but a constant referral to sources can be of great value to the reader desiring additional study on the subject. EDNA J. WAKEFIELD
Director, Home Service
N. Y. Chapter, American Red Cross

Practical and Usable

STAFF MANAGEMENT MANUAL, by Harold F. Pote. Boy Scouts of America. 171 pp. Price $1, postpaid by Survey Associates, Inc.

"IT is surely clear that successful staff management evolves from knowledge and understanding of men and from the desire to lead them to the fullest achievement of which they are capable." Here is a theme sentence from a training guide of unusual interest. The obligation of staff leaders to develop the men they direct is thus acknowledged by the Scouts just as it is recognized increasingly by other character-building agencies. And the present volume is a synthesis of concrete achievements.

During the past six years the number of field and assistant scout executives employed by the Boys Scouts of America has grown from 300 to more than 800. In the same period, growing demands on the time and energy of both professional and volunteer leaders have increased the complexity of work requiring more effective organization. This manual is designed to aid these leaders in organizing their staffs efficiently and effectively, not only from the point of view of organization labors but also for the soundest personal development of the young newcomers.

The manual incorporates the experience in staff organization of over 400 veteran scout executives which Mr. Pote, director of personnel, has collected, edited, and interpreted. Representing, as it does, the thought of many different individuals, the manual is perhaps somewhat more prolix than a work by a single author would desirably have been. On the other hand, the simple, nontechnical language, "chatty" discussions, and informal approach is a concrete example of the philosophy put forward in the book. The underlying outlook and many practical and usable suggestions to executives and administrators who have the responsibility of directing a staff make this offering a significant, forward-looking, training instrument.
New York ORDWAY TEAD

Case Work Resource

THE FAMILY AND THE LAW, by Sarah T. Knox. University of North Carolina Press. 199 pp. Price $2, postpaid by Survey Associates, Inc.

AS its title implies, this book is an exposition of the relationship of law to the family with particular emphasis upon its social implications. In nontechnical language it seeks to interpret basic legal principles and fundamentals in terms of their significance to family life.

A brief but able history of the development of the law from its earliest beginnings serves as an introduction to a consideration of specific and pertinent areas of present day law in the United States. Miss Knox has organized her material well and with a point of view which makes it especially useful to social case workers. The chapters on marriage, divorce, and parent and child not only reveal adequately the substance of existing provisions of the law but indicate the trends toward increasing individualization of the family. Indeed the tendency of the law in all fields to reflect new social concepts upon their becoming generally accepted is quite strikingly apparent throughout this work.

It should be pointed out that the book is not intended to equip social workers for giving legal advice to clients. Quite the contrary, its purpose is to indicate the possibilities of the law as a resource in family case work and to enable social workers to recognize in their cases the presence of legal problems and the need for legal service so that proper and timely referrals can be made. Unless case workers are as informed and alert to their clients' legal needs as they are to their needs in such other specialized fields as medicine and psychiatry, their service cannot be wholly adequate.
EMERY A. BROWNELL
Secretary, National Association of Legal Aid Organizations, Rochester, N. Y.

The Persisting Loan Shark

THE SMALL LOAN PROBLEM OF THE CAROLINAS, by William Hays Simpson. Foreword by John S. Bradway. P. C. Press. 148 pp. Price $2, postpaid by Survey Associates, Inc.

"IT is not difficult to find in any community many persons who borrow. Where there are borrowers there are also lenders." These statements are fundamental truths in the consumer credit field. The author has given them social significance in his realistic study of the loan shark problem which has been plaguing the Carolinas for years.

He interviewed more than 2,000 customers of unregulated lenders in twenty-one cities of the two states and developed case histories for each of them. He found family men earning between $10 and $20 per week, borrowing about $25, generally for necessitous purposes, at rates ranging to well up over 750 percent per annum. He found over 100 unregulated lenders in eleven towns of South Carolina alone, and like numbers elsewhere, operating openly, advertising freely through the accepted channels, meeting a persistent demand for money at extortionate rates of charge. The several aspects of this problem are presented factually and unemotionally as the author observed them, first hand. The study gains value when it proceeds to indicate how this same demand for money is being met satisfactorily in neighboring Virginia under the Uniform Small Loan Law. The question occurs immediately, "Why not the same law for the Carolinas?" The answer is given in a chapter describing what has happened year after year to the efforts of civic and social organizations to secure enactment of sound regulatory legislation.

This book is better than average on the subject, for it relates the specific Carolina problem to the entire field of consumer credit, and then points the way

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to the solution of that problem by citing the success of regulatory legislation in an adjacent state. It is recommended to the uninitiated reader who would learn basic facts about the loan shark problem and to the well informed reader who wishes material to present to well meaning individuals who fail to understand how regulatory legislation will eliminate the loan shark when prohibitory legislation will not.

GEORGE D. NICKEL
Los Angeles, Calif.

Teachers' Troubles

FAILURES OF HIGHLY INTELLIGENT PUPILS, by Agnes M. Conklin. Bureau of Publications, Teachers College, Columbia University (Contributions to Education, No. 792). 250 pp. Price $2.65, postpaid by Survey Associates, Inc.

PROMOTION OR FAILURE FOR THE ELEMENTARY SCHOOL PUPIL, by Carleton M. Saunders. Bureau of Publications, Teachers College, Columbia University. 85 pp. Price $1.25, postpaid by Survey Associates, Inc.

NO problem in the whole field of education causes more concern today among thoughtful, alert teachers, administrators, parents, and mental hygienists than the question of promotion and non-promotion of pupils. More than thirty years ago the appalling rate of incidence of school "failures" was brought to public attention by Leonard P. Ayres in "Laggards in Our Schools." In succeeding years many statistical studies of the percentages of "repeaters" were published. Especially disturbing were reports of school systems in which one out of every five children (and sometimes even more) were made to repeat the first grade.

Traditionally minded administrators and school board members were concerned about the economic waste suggested by these figures; progressive educators and mental hygienists were much more disturbed by the effects of these "failure" experiences upon the personalities of the "repeaters."

So complex are the practical and mental health problems involved, that one watches eagerly for new publications which seem to promise increased understanding of the whole question and new suggestions for meeting it more effectively.

These two recent publications of Ph. D. dissertations from Teachers College deal with certain phases of the promotion—non-promotion issue; both make helpful contributions to the literature on the subject; both should be read by all who are interested in this problem. Beyond these general points the differences of the two volumes are more marked than their resemblances. Miss Conklin deals with failures of highly intelligent highschool pupils; Mr. Saunders deals with the problem of promotion and non-promotion at the elementary school level. Miss Conklin's book is a report of experimental research in which case study and control are employed in a study of actual factors found in the cases of 128 students of superior mental ability. Mr. Saunders attempted no experimental study; he reviewed literature, gathered data, analyzed causes of school failure, and stated the problems involved in attempting to carry out no-failure policies. He is, however, so strongly in favor of a 100 percent promotional policy that in stating his conclusions he tends to disregard facts which do not support that position.

The conclusions of these two authors differ widely. Miss Conklin reports results which seem to indicate that the causes of school failures for intelligent highschool pupils are such that the school as now organized cannot be expected to eliminate maladjustment to any sweeping extent, whereas Mr. Saunders concludes that "the teacher is thus seen to be the most important person in the elimination of pupil-failure."

Unfortunately the confines of a book review preclude such detailed analysis as is warranted by the excellent quality of Miss Conklin's study. Outstanding are her conclusions regarding the implications of her findings: 1. That the case study can be made more objective and more malleable for use in scientific research. 2. That the use of a control group for research into the total personality performs indispensable functions. 3. That there is some elusive but distinguishable factor in human personality which enables some individuals to use their resources to make a satisfactory adaptation to life. This factor Miss Conklin tentatively calls "competence"; she points out that it differs from intelligence and appears to be more important for adjustment, since possession of high intelligence does not forecast adjustment.

Although Mr. Saunders' study is of a more superficial character than Miss Conklin's research it is useful in bringing together many aspects of the promotion—non-promotion problem at the elementary school level and organizing these materials into a popular, readable presentation.

As a final comment on these two books, it is interesting to note that Miss Conklin found that the pupils who failed in highschool had tended to fail also in their elementary school years.

University of Chicago ETHEL KAWIN

The Nature of Treatment

THE DOCTOR AND THE DIFFICULT CHILD, by William Moodie, M.D. Commonwealth Fund. 214 pp. Price $1.50, postpaid by Survey Associates, Inc.

DR. MOODIE, medical director of the London Child Guidance Clinic and Training Center, contributes a clearly written, informal text based upon his experience with the many disorders of behavior or personality exhibited by children. He does not fix standards of behavior, but deals with problems that lead parents to seek advice. With great sympathy and understanding he reveals the many angles of behavior problems, beginning with the study of their nature and relation to the personality organization of the child, the parents, and the home. Treatment is discussed in terms of nullifying the disturbing symptoms with the recognition of the individual personalities of the children under care. The diverse methods of approach pre-

(Continued on page 279)

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Child Welfare

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BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 352 Boys' Clubs located in 197 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

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CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

NATIONAL KINDERGARTEN ASSOCIATION, 8 West Fortieth Street, New York, welcomes requests for free material and advice to help communities secure public or cooperative kindergartens.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Health

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, PUBLIC HEALTH NURSING.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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FAMILY WELFARE ASSOCIATION OF AMERICA, 122 East 22d St., New York, N. Y. A voluntary federation of 220 leading private and public family service agencies and about 700 individual members in the United States and Canada for the development and improvement of services on behalf of families. Linton B. Swift, General Director.

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THE AMERICAN NATIONAL RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3721 local Chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, First Aid, Water Safety and Accident Prevention, Junior Red Cross, Medical and Health Services, Nursing Service, Services to the Armed Forces, and Volunteer Special Services.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Shelby Harrison, New York City; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The sixty-ninth annual convention of the Conference will be held in New Orleans, La., May 10-16, 1942. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Publicity and Public Relations

SOCIAL WORK PUBLICITY COUNCIL—A national clearing house of information and ideas on publicity for social work and public health. A practical digest of current publicity projects (annual reports, booklets, radio and film scripts, etc.) is given members through CHANNELS, a magazine published 8 times a year. (Subscription $3.) Other services include publications on specific interpretative techniques, and personal consultations. For detailed information write 130 East 22nd Street, N. Y., for a copy of descriptive leaflet, "You and the Public."

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JEWISH WELFARE BOARD, 220 Fifth Avenue, New York City. Frank L. Weil, President; Frederick L. Ehrman, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as parent body for Jewish Community Centers, YMHAs, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of defense forces. A member of the United Service Organizations.

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NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

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LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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NATIONAL RECREATION ASSOCIATION —315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Life Insurance Adjustment

THE LIFE INSURANCE ADJUSTMENT BUREAU, 450 Seventh Avenue, New York. A case work agency directed by social workers. Advises any social work agency about the adjustment of the life insurance of families receiving help from any agency, public or private.

sented are familiar to American workers.

The second part of the book deals with the specific "complaints" for which children are taken to clinics. These include stealing, lying, feeding difficulty, unmanageability, backwardness, nervousness, aggressive behavior, and sex difficulties as well as seizures and psychoses. The text makes no new contribution to our knowledge, but it is a useful book to induct laymen and students into the nature, meaning, and possibilities of psychiatric service or treatment at a child guidance clinic.

New York IRA S. WILE, M.D.

Antidote to Stagnation

EMPLOYE TRAINING IN THE PUBLIC SERVICE: A REPORT TO THE CIVIL SERVICE ASSEMBLY, by a committee, Milton Hall, chairman. Civil Service Assembly of the United States and Canada. 172 pp. Price $2.50, postpaid by Survey Associates, Inc.

AN impression is current among laymen and some public officials that a merit system in government breeds stagnation of service. This criticism may arise from a belief that a high rate of labor turnover, such as we have under a spoils system, is healthy for the service, or it may arise from some firsthand knowledge of the sluggishness that exists in some bureaucratized units of the government service where employes merely "hold jobs." In any case, this report gives ample evidence that personnel officials, both public and private, are thoroughly alive to the need for one of the most important antidotes to stagnation—employe training.

The stated purpose of the report is "to present sound principles and methods for the practical guidance of those concerned with the training of employes." It defines training as "the process of aiding employes to gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skills, knowledge, and attitudes," and undertakes to answer some of the innumerable queries in the minds of supervisors, bureau chiefs, and department heads on such matters as how to find employes that especially need training; where and by whom training should be given; selection and preparation of subject matter; various methods of administering training; the evaluation of training after it is provided; and whether centralized or decentralized methods should be used.

The assurance of having "all the answers" does not detract from the value of the book as a guide to administrators. There will be disagreement with the committee on some points. For example, the report in a mild way exploits the conference method. It calls a conference "a group meeting to explore a common subject or determine a common course of action." As the report extols the various advantages of the conference method for training, one cannot but recall Herbert Emerich's recent characterization of the conference as a means for "cross sterilization of ideas." And yet it appears that a book has been written on "The Art of Conference." Certainly social workers as a group need little advice or coaching on the conference.

The excellent short statement as to the availability of funds to states under the George-Deen act and the method by which aid to a training program may be provided is in itself worth the price of the book. Its one big lack as a reference book is that it has no index.

HARRY W. MARSH

Department of Finance and Control
Hartford, Conn.

All About Disease

PLAGUE ON US, by Geddes Smith. Commonwealth Fund. 365 pp. Price $3, postpaid by Survey Associates, Inc.

HOW disease is caused, caught and spread; how pestilences that used to ravage nations have been studied, understood, and curbed; how slowly and incompletely we apply much of the knowledge we possess; how much there is still to learn; of these matters Mr. Smith tells us in 300 and more laden pages. The history of epidemics is a part of the political, economic, and intellectual history of society. On such broad social relations the book touches but lightly, but readers who are prepared for fairly rigorous intellectual exercise will be brought enjoyably up-to-date on present knowledge of the major communicable diseases, and on the ways in which public health departments track them down and get them under a degree of control. The book is not for popular circulation, although full of sprightly phrasings like the following:

"When the sniffling shopgirl turns to her companion in the subway and says, 'Gee, the bug's got me all right,' she is to that extent, wiser than Hippocrates. She is epitomizing a theory of infection which, as the last chapter indicates, it took the race more than twenty centuries to work out."

"The female [yellow fever mosquito] does the biting; the male is a tame creature who eats only vegetables (like Bernard Shaw) and lacks the strength to puncture the human skin."

"[Germs and parasites] thrive in the situation described by the London physician who (as Creighton tells us) rubbed his hands one sniffly April and exclaimed, 'Best thing I ever had! Quite a godsend! Everybody ill, nobody dying'."

Ten years ago, a book on this subject would have been almost wholly a nontechnical version of bacteriology. Who at that time would have devoted pages to the chemistry of the protein molecule? But now, chemotherapy is moving towards the central footlights on the medical stage, and portends new powers for the age-old effort to maintain and restore health.

Committee on Research in Medical Economics MICHAEL M. DAVIS

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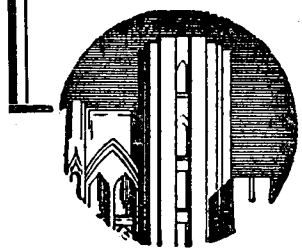

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